REPORT

OF

THE COMMITTEE ON UNTOUCHABILITY, ECONOMIC AND EDUCATIONAL DEVELOPMENT

OF THE

SCHEDULED CASTES

AND

CONNECTED DOCUMENTS

1969

GOVERNMENT OF INDIA
DEPARTMENT OF SOCIAL WELFARE

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LIST OF DOCUMENTS CONNECTED WITH THE REPORT OF THE COMMITTEE ON UNTOUCHABILITY, ECONOMIC AND EDUCATIONAL DEVELOPMENT OF THE SCHEDULED CASTES

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2. Resolution passed by the Committee on Untouchability, Economic and Educational Development of Scheduled Castes.
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4. Letter dated 18th February, 1969 from Shri L. Elayaperumal to the Minister for Law and Social Welfare.
5. Dissenting Note of Shri R. Achutan, Member, Committee on Untouchability.
6. Letter dated 18th February, 1969 from Shri R. Achutan to the Department of Social Welfare.
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8. Letter dated 20th February, 1969 from Shri Narain Din to Shri Elayaperumal.
9. Letter dated 7th March, 1969 from Shri Narain Din to the Department of Social Welfare.
10. Letter dated 6th March, 1969 from the Minister for Law and Social Welfare to Shri L. Elayaperumal.

NOTE.— The copy of the Introduction Chapter as signed by Sarvashri Achutan, Narain Din and Vaze has not yet been received from Shri Elayaperumal.

Copy of letter dated 2-2-1969 from Shri L. Elayaperumal, addressed to the Minister for Law and Social Welfare.

I am enclosing a resolution adopted by the Committee on 30th January, 1969 for your information.

Resolution passed by the Committee on Untouchability, Economic and Educational Development of Scheduled Castes

A note of dissent by Shri Achutan, a member of the Committee, was received by the Committee Office on the 24th January, 1969 and was handed over to the Chairman. It was placed before the Commitee which considered it and resolved as follows:

(1) Shri Achutan was a member of the Committee from the very beginning and on no occasion did he disagree with any of the views and proposals of the Committee. Even when the Committee submitted its Interim Report, it was clearly brought out that untouchability existed in acute form in many States covered till then and Shri Achutan signed that Report without any disagreement.

(2) Shri Achutan attended several meetings upto the 23rd January, 1969, and whatever observations and suggestions as regards untouchability, etc., were made by the Committee, were agreeable to him. Even in the meeting on the 23rd January, 1969, where a resolution was adopted to the effect that a unanimous report on all chapters might be submitted to the Government, he did not give any indication of his dissent.

(3) As regards Gujarat, he never visited that State along with the Committee and hence his observations about that State as well as about the Committee's tour are obviously baseless.

(4) Shri Achutan has also unnecessarily cast personal aspersions on all other members of the Committee.

(5) In view of these facts, it has been decided not to make Shri Achutan's note a part of the Report and only to file it along with other papers of the Committee.

Copy of letter dated 12-2-1969 from Minister for Law and Social Welfare to Shri L. Elayaperumal

The report that you presented to me on the 30th January contains the signature of only four out of the seven members appointed to the Committee. The signatures of Sarvashri Achutan, Narain Din and Vaze are not seen.

2. Before releasing the report to the Parliament and public, the Government have the responsibility to indicate the circumstances under which three members could not subscribe their signatures to the final report. Please let us have the facts in this regard, as also the relevant records, including the minute-book of the Committee.

3. From your letter of 2nd February, it appears that Shri Achutan had recorded a minute of dissent which is perhaps still in your personal custody. We require the minute of dissent to complete the records relating to the work done by the Committee.

4. I will be glad if you could give this matter your urgent attention and let us have your reply without delay.

Copy of letter dated 18th February, 1969 from Shri L. Elayaperumal to Minister for Law and Social Welfare.

Please refer to your letter of the 11th February regarding the Report that I presented to you on the 30th January, 1969.

You will surely recall that at the time of the presentation of the Report you enquired about the signatures to it and I mentioned to you the fact that some of our colleagues in the Committee were not present in Delhi at that time. Since you required further details in this regard, I am stating the exact position.

So far as Shri Achutan is concerned, I already wrote to you on the 2nd February intimating the circumstances and reasons for which the Committee could not accept his so-called note of dissent. Hence there is no question of his subscribing signature to the Report. As regards Shri Narain Din, he was present in Delhi even upto the evening of the 29th January and was in constant touch and full agreement with all of us. In fact, he was staying in Delhi particularly to subscribe his signature to the Report on the appointed date, *i.e.* the 30th January. But unfortunately he was not available here on the 30th, and we came to know later that he had suddenly to leave Delhi on receipt of some news of serious illness in his family. I subsequently wrote to him for his formal communication of his consent/concurrence to the Report but uptil now I have not received any reply from him. As soon as his reply is received, the same will be communicated to you.

Mr. Vaze was not present in Delhi at the time of finalisation of the Report. Even now he is in Calcutta, Moreover, being a Government official he quite understandably wanted to remain non-committed to any views expressed in the Report. In the Interim Report itself he recorded as follows:

"My association with the Report is for the limited purpose of advice on legal issues only".

In spite of that I wrote to him at his Calcutta address for the necessary formality but there has been no response from him.

As you are already aware, your Department closed the Committee office and even sealed the rooms on the 25th January whereas we could finalize the Report only on the 30th, and I formally wrote to you about it. It was the duty of your Department to take over all the relevant records and complete all the formalities till the day of presentation of the Report. In fact, we had to conduct the meetings at the residence of a colleague of mine and we had to arrange privately for cyclostyling a considerable portion of the Report at our personal expense. Anyway, I am enclosing the minute book that was left over as well as Shri Achutan's note. I have already communicated to you the Committee's firm decision about Shri Achutan's note.

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Dissenting Note dated 24th January, 1969 of Shri R. Achutan, Member, Committee on Untouchability

I do not fully agree with the observations of my colleagues in the Committee, that there is acute problem of untouchability in the country and that is the main handicap in the development of Scheduled Castes. I feel that the aspect of untouchability has been too much exaggerated by them. I am not saying that there is no untouchability in the country; I mean only that *economic and educational development of Scheduled Castes are the major problems and untouchability* is only a *secondary* one. Once we are able to uplift these communities economically and educationally, no doubt, untouchability will *automatically* disappear. It is, therefore, absolutely essential that the Central and State Governments should immediately adopt measures for economic and educational betterment of these unfortunate communities.

Recently an attempt is being made by some *vested interested* persons to exaggerate the aspect of untouchability for reasons well known to themselves. They, no doubt, are trying to capitalise on these poor communities.

I do not agree with the views of other Members that there is acute form of untouchability in U.P. and Gujarat. Especially, this is not true in view of the fact that the Harijan Chairman and Members of the Committee while they were on tour in Gujarat lavishly enjoyed the hospitality of Brahmins in Gujarat. After accepting their hospitality it is not right on their part to come out and proclaim that there is untouchability in the birth place of Mahatmaji. No other State has produced so many IAS officers and MBBS doctors, Engineers and Advocates among Scheduled Castes as the U.P. State. Of course, there is untouchability and segregation in some hostels and other public places. But this does not mean that one should cover up the first thing and exaggerate the second one only. Such a mentality will only harm the cause of Harijans. I do not agree with this attitude of other Members.

Existence and continuation of caste-system in India is essential for the survival of some individuals and organisations. They are the root cause of this evil practice. Such persons are there, not only among caste-Hindus but also among Scheduled Castes. It is they who actually spoil the cause of Harijans. They get liberal grant from the Government for eradication of untouchability and for the upliftment of the so-called down-trodden people. Though they themselves are Harijans they mis-utilise the grants from the Government and try to keep the Harijans down-trodden for ever for their own benefit. It is these sort of Harijan leaders who are more dangerous than their caste-Hindu enemies. If Harijans themselves want to continue this caste-system, their uplift will become more difficult. Efforts should therefore come from Harijan themselves for eradication of untouchability for raising them socially.

I myself belong to a Scheduled Caste community. I have travelled all over India, but I have never suffered from the stigma of untouchability. But I have suffered, have seen people suffering from economic and educational problems. Closing their eyes on these real problems and tracing out untouchability is only a wild goose chase.

Recently, all over the country, there is wide-spread discontent over untouchability and segregation. What is the reason for that? How it has started? Who are the persons working behind it? I have already explained above. I have seen some Harijan leaders getting liberal grants and aids from [Government for eradication of untouchability, etc., and becoming rich within no time. I have also seen that persons who never travelled by plane have changed their mode of travel, after becoming Harijan leaders. It is for their interest that the evil practice of untouchability should continue in the country. It is they who are after this wild goose chase of tracing untouchability in our country.

It is therefore my humble suggestion that the people who love Harijans and who really desire their betterment, should concentrate their attention more on economic and educational development and not on untouchability. I firmly believe that only through economic and educational development of Scheduled Castes their alround development can be achieved. The Central and State Governments and the leaders of society should therefore concentrate on these aspects. Central and State Governments should make much more provisions in their Budget for these purposes. More and more educational institutions attached with hostels should be started. Scholarships and stipends and building grants should be liberally granted. In the same way, in economic field, Harijans should be allotted land, house-sites and houses. They should be encouraged to start industries and other business. Such measures, I believe, will raise the Harijans not only economically and educationally but also socially. Such measures will also eradicate untouchability from our country.

Copy of letter dated 18-2-69 from Shri R. Achutan addressed to the Department of Social Welfare, New Delhi

REF:—Your letter d.o. No. 14/3/69-SCT-II.

I hereby forward the reply for the same as noted below:

I have signed the report on 24-1-69 in the presence of Mr. Madurai, Secretary of the Committee and Mr. Gullatti with a dissenting note as a part of the report of the committee on untouchability. At that time Mr. Vaze had already signed on the report. I have not signed on any paper and not presented at any meeting after 24-1-69.

I understand from your letter that the report has been submitted on 30th January. But we have already been informed by the Chairman that the report should be submitted positively on 25th January itself.

If there is no signature of Mr. Vaze and mine on the report which has been submitted by the Chairman, I firmly believe that he might have done some sort of malpractice in the report.

It is seen in the editorial column of "Mathrubhoomy" the most popular, Malayalam daily, dated 11-2-69 that the dissenting note is not to be considered as the part of the report but as a personal opinion. It is also wrong and I wish to inform you that my dissenting note is a part and parcel of the said report. It can be verified from the minutes of committee meetings.

I wish to disclose a fact about the Chairman that he has done a press-conference on the subject at New Delhi as a sitting member of the Parliament while actually he is not a member of Parliament now. To prove that I have forwarded that paper cut from Kerala Kaumudi, a Malayalam daily, to Mr. P. Govinda Menon, the Minister of Law and Social Welfare.

In the light of the above facts the truth may be revealed if you arrange an interview with the Chairman and myself in the earliest possibility.

Extract from letter dated 17th February, 1969 from Shri V. V. Vaze to Shri Elayaperumal

As you are aware, during my last trip to Delhi for discussion of the draft chapters of our final report, I had signed on 18-1-68 an introduction to the report which purported to be a covering letter of the report to be submitted to the Hon'ble Minister for Social Welfare. The introduction was also signed by you and I was given to understand that other members of the Committee would be signing the introduction to the report.

From the enclosed letter it appears that the introduction, which I had signed, does not form part of the final report as submitted to the Hon'ble Minister on 30-1-69. I would be grateful to know the circumstances under which the introduction signed by me was not transmitted to the Hon'ble Minister and would request you to send me a copy of the final report so that I can sign it and forward to the concerned department.

Copy of letter dated 20-2-1969 from Shri Narain Din to Shri L. Elayaperumal

I am in receipt of your letter dated 30th January, 1969 for coming to Delhi.

I regret to inform you that I was not able to come earlier because of my mother's illness and also I could not take leave of you when I left Delhi on 20th January, 1969 due to the said reason.

I hereby fully endorse the subject matter of the report of the Committee submitted to the Hon'ble Minister Social Welfare on the 30th January, 1969. I also fully endorse the resolution passed by our Committee.

I request you to kindly include my name also in the report.

Copy of d.o. letter dated 7th March, 1969 from Shri Narain Din to the Department of Social WefIare.

I am in receipt of your d.o. letter No. 14/3/69-SCT-II dated 13th February, 1969 and have noted the contents. Due to my preoccupation with the Associations' work, I could not reply you earlier and regret for the same.

The work of the Committee on Untouchability, Economic Education of Scheduled Castes and Scheduled Tribes, Department of Social Welfare, Government of India, of which I was a member, was completed on 25th January, 1969 and on the same date the Committee Chairman took my signatures on a document which also bore signatures of other members. As the work of the Committee was over, I came over to Allahabad after 25th January. At the time of my departure, the Chairman told me that as the report was not ready by the 25th January, hence it would be submitted on 30th January. But I was not told that I had also to sign on any other letter. In February when I went to Delhi, I came to know that some other forwarding letter had been inserted bearing signatures of four other members. I think that these four signatures are of those members who were unanimous in casting aspersions on the Department of Social Welfare, Government of India for non-co-operation.

As far as I am concerned, I wish to make it clear that I am fully in agreement with all the chapters concerning with the upliftment of the Harijans.

The charges levelled against the Department of Social Welfare are purely personal in nature and concern the members individually and the Committee as a whole has nothing to do with it, and I dissociate myself from such charges.

Copy of letter No. 14/3/69-SCT-II dated 6th March, 1969 from Minister for Law and Social Welfare to Shri L. Elayaperumal.

Kindly refer to your letter of February, 18. We have since received letters from Shri Achutan and Shri Vaze saying that they had already signed a copy of the introduction to the Report—Shri Vaze on the 18th January, and Shri Achutan on the 24th. Shri Narain Din has also indicated that he affixed his signature to the aforesaid document on the 25th. It is requested that this copy of the Introduction may kindly be sent to the Department, as it also should normally form part of the Report.

Incidentally, your statement that the Department "closed the Committee office and even sealed the rooms on 25th January" is not correct. The office was as usual closed for the night by the staff of the Committee on the 25th January, and was opened again on the next working day, *i.e.*, the 27th January. Shri Madurai and other members of the staff attended the Committee's office on the 27th under special instructions from the Department, but no member of the Committee came to the office. No indication was also given to them about your continued interest in retaining the office premises.

PART—I

REPORT OF THE COMMITTEE ON UNTOUCHABILITY, ECONOMIC AND EDUCATIONAL DEVELOPMENT OF THE SCHEDULED CASTES

185, North Avenue,
New Delhi
30th January, 1969.

L. Elayaperumal
Chairman,
Committee on Untouchability
Economic and Educational
Development of Scheduled Castes

To

The Hon'ble Shri P. Govinda Menon,
Minister for Law and Social Welfare,
6, Hastings Road, New Delhi.

Dear Shri Menon,

I am forwarding herewith the final Report of the Committee on Untouchability, Economic and Educational Development of the Scheduled Castes including their representation in Services.

It is hoped that a copy of the Report would be placed before Parliament at an early date.

Yours sincerely,

Sd/-
(L. ELAYAPERUMAL)
Chairman,
30-1-69.

INTRODUCTION

In pursuance of the recommendations made by the Central Advisory Board for Harijan Welfare the Government of India in the Department of Social Welfare constituted a Committee consisting of the following to examine the question of untouchability as also the problems of economic uplift and educational development of the Scheduled Castes, *vide* their resolution No. 14/5/54-SCT. II dated April 27, 1965 (Appendix I).

1.	Shri L. Elayaperumal	*Chairman*
2.	Shri B. K. Gaikwad, M.P.	*Member*
3.	Shri C. Dass, M.P.	*Member*
4.	Shri R. Achutan	*Member*
5.	Shri P. L. Majumdar	*Member*
6.	Shri Narain Din	*Member*
7.	Shri V. V. Vaze, O.S.D., Ministry of Law	*Member*

Shri S. M. Siddayya, M.P. joined the Committee on December 10, 1965 as a Member. At a later stage Shri B. K. Gaikwad was unanimously elected as the *Vice-Chairman* of the Committee.

The Committee record with deep regret that one of its members, Shri P. L. Majumdar expired soon after the Committee started functioning. He was a freedom fighter for our Independence and was a close associate of Mahatma Gandhiji. The Committee extends its heartfelt gratitude to late Shri Majumdar for his valuable suggestions and cooperation. In the place of late Shri Majumdar, Shri Jiwanlal Jairam Dass was included in the Committee. However, he resigned subsequently.

The terms of reference of the Committee were :

(*i*) to study the various aspects of untouchability in particular the working of the Untouchability (Offences) Act, 1955, and the restrictions if any, imposed on the entry of Harijans into public places of worship and to suggest remedial measures;

(*ii*) to study the problem of the economic upliftment of the Scheduled Castes, evaluate the impact of the present schemes and made recommendations as to the further measures that may be necessary; and

(*iii*) to study the problem of education of Scheduled Castes, to assess the progress achieved so far and suggest further measures that may be necessary.

In its first meeting held on May 5, 1965; the Committee considered it necessary to bring the question of representation of Scheduled Castes in Services within the purview of its work in view of the fact that Government employment is not only a potent factor for economic uplift but it also ensures certain social status and that education is vitally linked up with the question of employment. A formal proposal was accordingly made later to the Government for its concurrence to that effect.

Though in the beginning the Committee's tenure was only for six months, it was not found feasible to complete the work entrusted to it within the specified period. The Committee encountered various difficulties in the execution of its task to inadequacy of staff and dearth of accommodation for office as well as for the Chairman even. Except one part-time Secretary and one Investigator, no other staff was provided to the Committee till about a year after it started functioning. The attitude of the Department concerned has been all along one of indifference and non-cooperation. Further, our task became very difficult in view of the fact that there were no reliable and comprehensive data relating

to the problems entrusted to us for investigation. The Committee had, therefore, asked for extension of its tenure and the Government agreed to our proposal even though reluctantly. The Committee, however, submitted on December 10, 1966, an Interim Report to the Government with certain specific recommendations for advance action.

In July 1965, the Committee issued a Questionnaire (reproduced at Appendix II) drawn up on the basis of a preliminary study of the problem. The Questionnaire was sent to both official and non-official organisations and individuals and was circulated after getting it translated into all the regional languages to elicit public opinion. Replies to the Questionnaire were received from a large number of persons and some official and non-official organisations. The information thus received was found useful by the Committee in understanding and analysing the special problems faced by the S.C. in the various parts of the country.

In order to make an "on the spot" study of the problems faced by the S.C. and to see as to how they live, how they work, what was the impact of the various Schemes drawn up by the Government for their welfare and what the Government have still to do in improving the conditions of these people, the Committee undertook selective tours of all the States and the Union Territories. The names of places covered, each State during the tours of the Committee are mentioned in Appendix III.

After having broadly assessed the exact situation through such tours of different places in a particular State, the Committee had sittings at the capital of the State with the Secretaries and other heads of Departments concerned. In order to have the benefit of their knowledge of the problem, the Committee also had meetings with the Governors, Chief Ministers and the Ministers in charge of Welfare Departments of the various States.

The Committee also had oral evidence from prominent M.Ps. and M.L.As., political and social leaders, the Commissioner for Scheduled Castes and Scheduled Tribes Presidents and Secretaries of various non-official organisations dedicated to the welfare of the Scheduled Castes. It also visited the S.C. colonies in various States to record oral evidence on the spot. For this purpose the Committee coopted non-official members in various States who helped it in recording oral evidence of people speaking different regional languages. The names of such coopted members of the Committee are given in Appendix IV.

The final report is thus the outcome of more or less a comprehensive study of the present living conditions of the Scheduled Castes and of the effect of the various schemes of the Government adopted for the welfare of these castes. The Committee have made specific recommendations to accelerate the process of improvement of the inhuman and miserable economic, social and educational conditions of these people. We have no doubt that implementation of these recommendations by the Government will go a long way in wiping out the stigma of untouchability from the society and for giving the Scheduled Castes a human status.

The Report has been divided into five parts, each dealing separately with the problems relating to (i) untouchability, (ii) education, (iii) economic conditions, (iv) public services and (v) the office of the Commissioner for Scheduled Castes and Tribes.

We wish to place on record our appreciation of the interest shown by the persons in public and political life who at considerable personal inconvenience gladly agreed to give evidence and assist the Committee in its uphill task. We received courtesy, consideration and assistance from the State Governments, Union Territories and District Administrations in our work and we express our gratitude to them. We also received cooperation from the various non-official organisations devoted to the cause of the Scheduled Castes and we owe our thanks to them all.

In the end, however, we very much regret to place on record that even though the Committee was set up by the Department of Social Welfare, there was practically very little cooperation from that Department, as already pointed out earlier. The indifferent and non-cooperative attitude of that

Department gradually developed into a state of active hostility even. Initially, Shri S. K. Kaul, then an Assistant Commissioner for Scheduled Castes and Tribes posted at Jaipur, was appointed to work as part-time Secretary to the Committee. We do not want to comment on the utility of such an arrangement. We are, however, thankful for whatever services he rendered to the Committee upto the 11th December 1966. Then Shri N. Sundaram, who was at that time Director of Backward Classes Welfare, joined the Committee as Member-Secretary and continued upto July 6, 1967. It is noteworthy that Shri Sundaram as Member-Secretary did not accompany the Committee in its tour. Thereafter, Shri K. Madurai, who was already working as a Research Officer for the Committee, was asked to function as Secretary in addition to his work as a Research Officer. Thus at no stage the Committee was provided with a full-time Secretary in spite of our repeated requests. We are, of course, particularly thankful for the services rendered by the junior staff members. It, however, became a matter of considerable concern to us that the Department of Social Welfare was interfering all through with the functioning and work of the officers and staff provided to the Committee.

We are constrained to mention a specific fact as a concrete example of the unhelpful and unwarranted attitude of the Department of Social Welfare. As hinted earlier, as early as August. 1966. the Committee's Chairman wrote to the Department for its concurrence to our proposal for including the services matter in the Committee's terms of reference. Even though there was no formal reply to that. we had no reason or even an indication that our recommendation would not be acceptable. We, therefore, proceeded with our work according to our proposal with the full knowledge of the Department, and we submitted the Interim Report in December 1966 covering 'services' as part of it. The Department not only did not raise any objection to our action even at that stage but forwarded our Report in full to the various State Governments for necessary action. Further, along with our requests to various Central Government Departments, we wrote to the Social Welfare Department asking for the figures of employment of Scheduled Castes in that Department. It is noteworthy that even though many Central Government Departments furnished us the information called for, there was no reply from the Social Welfare Department which is in charge of the Welfare of Scheduled Castes. It is all the more significant that when on the eve of finally submitting the report we wrote to the Department for formal communication of their concurrence for treating 'services' as part of the Committee's terms of reference, to our utter surprise the Department refused to agree to this formality even. The Committee considered the matter and came to the conclusion that to drop this matter at this stage would mean a colossal waste not only of the time and energy of the Committee but also of public funds spent for that part of our work. The Committee is of the firm opinion that without the inclusion of Chapter on Services, Report would not be complete. We, therefore, decided to include the 'services' matter in our final Report, after requesting the Minister to reconsider the issue in the light of the facts and circumstances. We hope that the Government would publish the Report in its entirety by suitabley expanding the terms of reference and place it before Parliament at a very early date.

NEW DELHI,
30-1-1969.

Sd/- L. Elayaperumal,
Chairman

Sd/- B. K. Gaikwad,
Vice-chairman

Sd/- S. M. Siddayya,
Member

Sd/- C. Dass,
Member

PART I

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PART I

CHAPTER I

UNTOUCHABLILITY

I. SOME BASIC CONSIDERATIONS AND ISSUES

Untouchability is a basic and unique feature of the Hindu social system and order. It is generally held these days that it is a economic backwardness of the people concerned. But the simple fact is forgotten that while economic issues are present in all other countries, untouchability is a unique problem confronted in this country only. It does not require much research to realize that the phenomenon of untouchability in this country is fundamentally of religious and political origin. Untouchability is not a separate institution by itself; it is a corollary of the institution of the caste system of Hindu society. Thus untouchability is a part of the Hindu religious system and social order. It has to be clearly realized that untouchability does not arise out of any personal fault or idiosyncracy on the part of any individual. It is an attitude on the part of a whole group of people. It is a spirit of social aggression that underlies this attitude.

I.2. The caste system is a sacred institution of the Hindu society and untouchability is an essential concomitant of the faith that caste has a divine basis and the social order based on that is sacred. The caste system was essentially devised as a socio-economic framework with a religious and political sanction behind it. Untouchability being its direct offshoot is a fundamental religious notion. The problem of untouchability is, therefore, inseparably linked up with the question of caste system and the social set-up based on that. It is an indisputable fact that the caste system is the dominating social force in this country. Hence any attempt to remove untouchability without striking at the root of the caste system is simply to treat the outward symptoms of a disease or to draw a line on the surface of water. Untouchability cannot be abolished in this country unless the social order is changed by establishing new values, and for this purpose the values based on the Hindu religion must be changed first.

I.3. This may sound very revolutionary or radical. But it has to be borne in mind that the caste system with its concomitant of untouchability is only a notion inculcated in our mind through observance or practices of religious rules and regulations. It has nothing to do with the Hindu religion in the sense of spiritual principles. Unfortunately, however, the basic principle of Hindu religion do not form the governing part of our life in Society. It is really the law or codes of rules and regulations that has been mistaken as religion. Hence, actually the abolition of caste system involves only a notional change and not a change of the spiritual principles of the religion. A clear realization of this fact on the part of the people is the pre-condition for any steps towards a social reconstruction resulting in the removal of untouchability for Scheduled Castes in this country. Reformers working for this noble objective have to sincerely realize that acts of the people are merely the results of their religious beliefs inculcated upon their mind by the Shastras and that people will not change their conduct until they cease to believe in the sanctity of the Shastras on which their conduct is founded. To simply advise the people to give up caste and not to practise untouchability is to ask them to go contrary to their fundamental religious notion without any conviction.

I.4. To abolish the caste system and untouchability merely on paper and by wishful thinking and empty advice or slogans is shear nonsense or bypassing. The real solution or the only question of supreme importance to be considered is to devise how to bring about the necessary reform of the Hindu social order. There must be a deliberate plan of action to be carried out through social engineering. Definite ways and means will have to be worked out in the shape of social planning. But to bring about the necessary social transformation would call for wise leadership with a clear appreciation of aims and objects, a rational and experimental attitude of mind with the confidence in the outlook of science and willing to pay the price of much painful adjustments. The present ambivalent attitude in social matters has to be given up. There must be a clear-cut policy for social reconstruction of the Hindu society and that has to be outlined in the form of a *Social Policy Resolution* incorporating the cardinal features of the reforms.

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It is highly regrettable that in spite of almost two decades of planning for National Development of this country, the Government and the Planning Commission have miserably failed to work out such a concrete policy or even a policy Resolution for the purpose. There is no doubt that our Five Year Plans contain a number of relevant points of a sound social philosophy which could clearly mean a definite planning for social reform of the type envisaged. But if we assess the social content of the various development programmes and public policies, it will be clear that there has been a deliberate dodging of the fundamental issues. It is clearly admitted in the Plans that a more rechallenging of economic activity within the existing socio-economic framework could not be the plan objective; what is necessary is to *remould the framework* of social institutions itself. "Far reaching changes in social customs" and "a readaptation of social institutions and social relationships" are also envisaged. The need for appraisal of the existing social institutions from time to time in order to decide or to judge how far they are to be replaced or transformed has also been accepted. These are undoubtedly some of the basic conditions which clearly indicate the imperative need for a *planful intervention* in the process *of social change*. But the Government and the Planning Commission have failed to work-out any concrete plan according to these professions. There is a complete lack of planning approach to social change. The natural law or the *laissez faire* doctrine is obviously the guiding principle of social management to our policy makers. This confidence in the principle of automatic adjustment must go. A social policy has to be deliberately directed and planned.

I.5. The most crucial question of socia reorganisation is to break the hold of the institution of caste system. This can be done by deliberately creating new loyalties across caste lines, new states systems and power structures that are not based or dependent on caste. In fact, here is the true test of a national leadership.

1.5. The most crucial question of social recharacter of untouchability it is necessary to see that there is a distinction between untouchability as a "touch-me-notism." and untouchability as a mental attitude manifesting itself in social discrimination. The two are quite different. It may be that untouchability as a touch-me-notism may be gradually vanishing in towns, although there yet no clear evidence that it is happening in any appreciable degree. It is, however, quite certain that untouchability as a propensity on the part of the caste Hindus to discriminate against the Scheduled Castes is not vanishing either in towns or in villages. In the villages both the types of untouchability are still prevalent in acute form.

I.7. In view of these facts and basic issues, nothing short of positive action initiated on the following lines would help towards a social reform for the removal of untouchability:

(i) The hereditary priesthood in the Hindu society should be abolished. It can be achieved even without legislation. The system can be replaced by an ecclesiastical organization of men possessing the requisite educational qualifications after giving training in recognized institutions in priesthood. Such lines in priesthood should be open to all qualified candidates irrespective of caste, creed or race. Prof. G. S. Ghurey, the well-known authority on caste-system, made similar suggestions years back. A further clue in this respect may also be obtained from the recent recommendations of the Commission on Religious Endowments and Trusts.

(ii) Untouchability being a social and collective offence has to be treated as such. Governmental displeasure on a collective scale would surely be impressive. Government should be prepared to take its courage in both hands by threatening to stop financial aid, loans etc., for various purposes to those practising the social evil of untouchability. Let educational privileges such as scholarships and the like, be taken away from those found guilty. In case of collective offences there is already provision for collective action in the form of collective fines and in the imposition of 'punitive police' on the area or group concerned. Social re-education must accompany penal action. Hence there must be provision for collective penalties by executive action in the case of untouchability also.

(iii) There should be a comprehensive scheme for biological assimilation of social groups through inter-marriages which can help a lot to cut through castes creating a society with lateral mobility.

CHAPTER II

LEGISLATIVE MEASURES TO ERADICATE UNTOUCHABILITY

Acts enforced during pre-independence period for eradication of Untouchability.

II.1. Under the pre-British era certain sections of Hindu Society which were regarded as untouchables were devoid of many of the civil rights. The question of removing their disabilities and placing them on footing of civil equality came for consideration before the British rulers. In 1856 the Government of Bombay had to consider the case of a Mahar boy as he was refused admission to the Government School at Dharwar. In 1858 it was announced that "all schools maintained at the sole cost of Government shall be open to all classes of its subjects without distinction"[1] but in a press note of 1915 it was pointed out that the contact with the Western civilization and English education could not combat the old ideas about untouchability. An example of Mahar and other depressed class boys in village schools where the boys were often not allowed to enter the school room but were accommodated outside the room on the varandah was quoted in the press note referred to above to support the truth. In view of this in 1923 the Government issued a resolution (circular) that no grants would be paid to any aided educational institution which refused admission to the children belonging to the depressed classes. By this time the practice of segregating the depressed class boys was fast disappearing especially in the Central Division of the Bombay Presidency.

II.2. In the same year when the Bombay Government was thus enforcing the right of the Depressed Classes to equal treatment the Madras Government had on its Statute Book a Law delegating powers to village Magistrates to punish the offenders of the lower castes by imprisonment in the stocks though the Government had definitely pledged itself in 1914 to eradicate this social evil and to discontinue this inhuman practice. In the year 1925 a Bill was introduced in the Madras Legislative Council to put under Statute the principle of a resolution passed in the previous session of the Council throwing open all public roads, streets or pathways giving access to any public office, well, tank or place of public resort, to all classes of people irrespective of their caste and creed.[2] In the year 1917 one Swami Sajanand organised the Depressed Class People to touch the water of the sacred tank at Omekalam and he was prosecuted for this by the Government of Madras. In the year 1928 Baba Saheb (Dr.) B. R. Ambedkar organised a Satyagraha movement at Mahad (Kolaba Distt.) in Chandan Tank to establish the civil rights of the Depressed Classes.

II.3. It was in Kerala that the campaign for temple entry was most peaceful and best organised. The 'Temple Entry Proclamation' issued by the Maharajah of Travancore in 1936 was the pioneer in the field of reforms relating to eradication of untouchability before independence. Through this proclamation it was ordered that there should be no restriction placed on any Hindu by birth or religion on entering or worshipping at the temples controlled by the Maharajah or his Government. The contents of the proclamation were as follows:—

> "Profoundly convinced of the truth and validity of our religion believing that it is based on divine guidance and on an all comprehending toleration, knowing that in its practice it has, throughout the centuries, adapted itself to the needs of changing times, solicitous that none of our Hindu subjects should, by reason of birth or caste or community, be denied the consolations and solace of the Hindu faith, we have decided and hereby declare ordain and command that subject to such rules and conditions as may be laid down and imposed by us for preserving their proper atmosphere and maintaining their rituals and observances, there should henceforth be no restriction

(1) Ghurye, G. S. "Caste, Class & Occupation". P. 183.
(2) *Ibid* P. 184.

placed on any Hindu by birth or religion on entering or worshipping at the temples controlled by us and our Government."

II.4. This gave momentum to this much wanted reference and various other State Governments followed suit with their own legislation in this field.

II.5. In 1930 at Nasik, Kala Ram Temple Satyagrah was organised by Baba Saheb Dr. B. R. Ambedkar. It continued up to 1935. The temples were closed to the untouchables. Many people were sent to jails. Then in the year 1932 Mukhed Satyagrah in Nasik District was started. According to custom a procession with Pando Pratap Pothi was taken out in the month of Shravan in the year 1932. For about a month this book (Pando Pratap Pothi) was read by the Scheduled Caste people but the Scheduled Caste people were not allowed to go by public road when the said procession was taken. They were beaten. This is historical year when Communal Award was declared. In the Round Table Conference there was hot discussion between Gandhiji and Baba Saheb Ambedkar about this Satyagrah and the matter connected with the said award. The name of the above mentioned Mukhed Satyagrah appeared in the London Press. That made Ramsay Mac Donald announce the Communal Award. Gandhiji also announced in the Poona Pact that he would eradicate untouchability in a period of ten years. That is the main reason why so many people resigned from Government service for doing social work and Harijan Sevak Sangh was started in 1933. In this movement started for eradication of the evil of untouchability, eminent persons took prominent part. For instance Rao Bahadur Bhole moved a resolution in the Bombay Legislative Council in 1923 that all public places be thrown open to all without any caste distinction. In 1931, in Amraoti, Dr. Punjab Rao Deshmukh led a campaign for entry of Scheduled Caste people to Ambika Devi Temple. Dr. Sir C. P. Ramaswami Aiyyar, Dewan of Travancore-Cochin, Pothi Sri Ramamulu of Andhra Pradesh, and Sir E. V. Ramaswami Naiekar and others took much interest for the removal of untouchability and uplift of Scheduled Castes.

Legislative measures adopted by various States/UTs. for removal of untouchability.

II.6. The States which passed various Acts prior to Untouchability (Offences) Act, 1955, in this direction are the following:

S. No.	State	Legislation adopted
1.	Andhra Pradesh	(*i*) The Madras Removal of Civil Disabilities Act, 1938.
		(*ii*) The Hyderabad Harijan Temple Entry Regulation, 1358 fasli.
		(*iii*) The Hyderabad Harijan (Removal of Social Disabilities) Regulation, 1358 fasli.
2.	Assam	No Act was passed.
3.	Bihar	Bihar Harijan (Removal of Civil Disabilities) Act, 1946.
4.	Gujarat	(*i*) The Bombay Harijan Removal of Social Disabilities Act, 1946.
		(*ii*) Bombay Harijan Temple Entry Act, 1947.
		(*iii*) Saurashtra Harijan Removal of Social Disabilities Ordinance of 1949.
5.	Jammu & Kashmir	No Act was passed.
6.	Kerala	(*i*) Madras Removal of Civil Disabilities Act, 1938.
		(*ii*) *The Travancore Cochin Removal of Social Disabilities Act, 1125 M.E.*
		(*iii*) The Travancore Cochin Temple Entry (Removal of Disabilities) Act, 1950 in the erstwhile T.C. Area.
7.	Madhya Pradesh	(*i*) *Central Province and Berar Scheduled Caste (Removal of* Civil Disabilities) Act, 1947.
		(*ii*) The Central Province and Berar, Temple Entry Authorisation Act, 1947.
		(*iii*) The Madhya Pradesh *Harijan* Ayogta Nivaran Vidhan, 1949.

S. No.	State	Legislation adopted
8.	Madras	(*i*) The Removal of Civil Disabilities Act, 1948. (*ii*) Madras State Disabilities Act, 1947. (*iii*) The Madras Temple Entry Authorisation Act. 1947.
9.	Maharashtra	(*i*) The Bombay Harijan (Removal of Civil Disabilities) Act, 1947. (*ii*) The Bombay Harijan Temple Entry Act, 1947.
10.	Mysore	(*i*) The Removal of Civil Disabilities Act, 1943. (*ii*) *The Mysore Temple Entry Authorisation Act, 1948.*
11.	Orissa	(*i*) Orissa Civil Disabilities Act, 1946. (*ii*) Temple Entry Act, 1948.
12.	Punjab	The East Punjab (Removal of Religious and Social Disabilities) Act, 1948.
13.	*Rajasthan*	No Act was passed.
14.	Uttar Pradesh	The United Provinces Removal of Social Disabilities Act, 1947.
15.	West Bengal	West Bengal Hindu Social Disabilities Removal Act, 1948.

It is obvious from the above table that Assam and Rajasthan are the only States which have not adopted any legislative measures to eradicate the social evil of untouchability. As far as Union Territories are concerned, the Bombay Harijan (Removal of Social Disabilities) Act, 1949 and the United Province Removal of Social Disabilities Act, 1946 were extended in the Union Territories of Delhi and Himachal Pradesh respectively. According to a constitutional provision, the Acts which were in force till the enactment of the Constitution were to remain in force and thus these acts continued to remain in force in their respective areas of operation. These Acts differed from one another in many important ways *e.g.* in the matter of removal of various social disabilities and as also the penal provisions.

Enactment of the Untouchability (Offences) Act, 1955

Constitutional provision for the abolition of Untouchability

II.7. Under Article 17 of the Constitution "Untouchability" is abolished and its practice in any form is forbidden, the enforcement of any disability arising out of the "Untouchability" has also been declared an offence punishable in accordance with law and Parliament only (not Legislature of a State) have the power to make laws in this respect.[1]

Need for Cenrtal Law on the subject

II.8. As no Central Law existed on the subject till 1955 a hiatus developed when the State Legislatures bereft of any legislative competence had to be content with whatever was there on the Statute Book, prior to the promulgation of the Constitution and which continued to be in force until altered or repealed or amended by the competent authority.[2] It may be mentioned that an amendment Act of 1950 of the Madhya Bharat Legislature (The Act, No. 63 of 1950), which was enacted after coming into force of the Constitution and which dealt with punishment in respect of the acts declared offences under Article 17, was declared *ultra vires* of the Madhya Bharat Legislature and was thus void to that extent.[3]

Steps taken by the Govt. of India and introduction of the Bills

II.9. The Untouchability (Offences) Bill, 1954 (No. 14 of 1954), which took the final shape as Untouchability (Offences) Act, 1955 was introduced in the Lok Sabha on 15th March, 1955. The Members of Parliament though hailed the Bill, yet labelled it as a 'belated measure', for it took more than four years for the Government to introduce such a legislation after the promulgation of the Constitution. Not only that the Government of India were not alive to the problem of giving effect to this constitutional provision. The Constitution came into force

(1) Article 35(*a*)(*ii*). (2) Article 372(1).

(3) State *vs.* Kishan AIR, 1955 Madh. B. 207 — 1955 Cr. L. J. 1504.

on 26th January, 1950 and the Government of India in February, 1950 asked the State Governments to give information bearing on the following points[4] :—

(a) "Whether 'Untouchability' in any form and in any community in the State is practised; and, if so, in what manner;

(b) "Whether disability in any form arising out of 'Untouchability' is enforced by any person or community in the State; and if so, in what manner and in respect of what disabilities;

(c) "What punishment is prescribed by the State Laws for the enforcement of any disability arising out of 'Untouchability' "?

II.10. It was only in the middle of 1953 that the State Govts. submitted their replies; the replies were analysed and a draft bill was prepared, which again was submitted to the State Govts. and certain all-India organisations dealing with the welfare of the Scheduled Castes. A final form of the Bill was published in the Central Govt. Gazette of 26th December, 1953 with the object of giving publicity to the Bill. On receipt of some of the suggestions, the Bill was revised and finally introduced in the Lok Sabha.[5]

Reference to the Joint Committee

II.11. The Joint Committee to which the Bill was referred to in September, 1954 issued a press communique inviting memoranda from public bodies, associations or individuals desirous of presenting their suggestions or views in connection with the Bill, by the 21st October, 1954. The Joint Committee held nine sittings in all. The Committee heard the evidence tendered by the representatives of the following associations.[6]

(a) The Bharatiya Depressed Classes League, New Delhi.

(b) The Harijan Sevak Sangh, Delhi.

The Joint Committee thoroughly revised the Bill and added certain more provisions so as to make the Bill more comprehensive. But unfortunately some of the important vital items were deleted by the Committee from the Bill. However, the then Law Minister gave an assurance in the Parliament that the particular items came under the forced Labour.

Discussions in Parliament.

II.12. Before we deal with the Act, it would be worthwhile to delve into the discussions on the Bill that took place in both the Houses of Parliament. The Bill was hailed as well as scathingly criticised. To quote Shri Laskar, "by this sort of legislation, the untouchables will get courage to shake off their inferiority, because they will feel that the law is with them and also because the 'high cast' people will realise that the law will not spare them if they infringe any of the provisions of the Act."[7] Shri R. P. Tamta referred to the Bill as "a milestone in the march of the Nation towards a truely welfare State."[8] The Bill, on the other hand was described as "a calculated eyewash just to hoodwink the Harijan population."[9] It was pointed out by some members that no amount of legislation and no amount of punishment can eradicate the evil practice of untouchability—the most abominable disliking and detestable attitude of the 'High Caste' towards the down trodden people.[10] There was yet another school of thought which advocated for strict and stringent penal provisions[11] and some of the members were also of the opinion that there should be no provision for compromise.[12] The Government however, had to strike a balance between the variant and divergent views on the subject and made necessary provisions keeping in view the social and economic factors,[14] which a legislation of this type should necessarily keep. Needless to mention that while talking about the Bill, Dr. K. N. Katju himself characterised it as "all coercive" and "does not finish the job".[15]

(4) Datar, B. N. (the then Dy. Minister of Home Affairs) Parliamentary Debates, Rajya Sabha, Vol. VII, No. 19, New Delhi 1954 : 2610-11 ; *see* also Vol. IX, Nos. 26-50, 1955 : 6490-91.

(5) *Ibid.*

(6) The Untouchability (Offences) Bill, 1954 (Report of the Joint Committee 1954 iii).

(7) Lok Sabha Debates, Vol. VI, Part II, 1954 : 638.

(8) Parliamentary Debates, Rajya Sabha, Vol. IX, Nos. 26-50, New Delhi 1955 : 6596.

(9) Rao, K. S. Lok Sabha Debates, Vol. VI, Part II, 1954 : 450.

(10) *See* e.g. Majumdar, S. N., Parliamentary Debates, Rajya Sabha, Vol. IX, Part II, New Delhi, 1954 : 4228-434.

(13) *See* Majumdar S. N., Parliamentary Debates, Rajya Sabha, Vol. IX, Nos. 26-50, 1955 : 6520.

(12) See Datar, B. N., Parliamentary Debates, Rajya Sabha.

(14) Vol. IX, Nos. 26-50, New Delhi, 1955 : 6494-95.

(15) Lok Sabha Debates, Vol. VI, Part II, New Delhi, 1954: 730.

Untouchability (Offences) Act, 1955—its salient features.

II.13. The Untouchability (Offences) Act, 1955 was passed by Parliament on 2nd May, 1955 and received the assent of the President on 8th May, 1955.

Defining Untouchability.

II.14. Untouchability has not been defined in the Act. During the course of the debates in Parliament, a huge controversy waged around the word. The matter was set at rest with a view that 'definition' of the word may not attract controversy and the legality of the definition may not be challenged, as the Constitution itself does not define untouchability.

II.15. What is untouchability? Does it mean the status of an 'untouchable'? Does it refer to a person who is subject to certain disability or does it refer to a system which imposes disability upon particular person or group of persons? Blending these two schools of thought, proposal was made to define 'untouchable' in the following manner:—

> " 'Untouchable' means a member of a Scheduled Caste as defined in clause (24) of Article 366 of the Constitution, and includes any other person who by custom or usage is regarded as an 'untouchable' by any community or section thereof".
>
> "Explanation I—A member of a Scheduled Caste shall not cease to be such member if he resides in any locality other than the locality specified in relation to him in any public notification issued or any law made by Parliament under Article 341 of the Constitution".
>
> "Explanation II—A member of a Scheduled Caste who has been converted from the Hindu Religion to any other religion shall notwithstanding such conversion, be deemed to be an 'Untouchable' for the purposes of this Act."[16]

The above definition was dropped by the Joint Committee mentioned that "the deletion of the expression 'Untouchable' would not stand in the way of attaining the object of the Bill".[17] A single Judge of the Mysore High Court has, however, commented on the use of the term 'untouchability' which has been made in inverted commas, both in the Constitution and in the Act as well. According to the learned Judge, "The effect of this device is the same as using the phase the practice known as untouchability which necessarily refers to the meaning of the term in the context of the historical development of the practice and does not connote its literal meaning."[18] The learned judge further pointed out the "a literal construction of the term would include persons who are treated as untouchables either temporarily or otherwise for various reasons such as they are suffering from an epidemic or contagious disease or on account of social observations such as are associated with birth or death or on account of social boycott resulting from caste or other disputes."[19]

Applicability of Act

II.16. Coming to the applicability of the Act, it would be seen that it is applicable to all religions and religious denominations throughout India.

Religious Disabilities

II.17. Section 2(d) of the Act defines a "public place of worship", refusal to which "on the ground of 'untouchability' " is made punishable under Section 3 of the Act. Sections 2(d) and 3 read as follows:—

> " 'Place of public worship' means a place by whatever name known which is used as a place of public religious worship or which is dedicated generally to, or is used generally by persons professing any religion or belong to any religious denomination or any section thereof, for the performance of any religious service, or for offering prayers therein; and includes all lands and subsidiary shrines appurtenant or attached to any such place"
>
> S. 2(d).
>
> "Whoever on the ground of 'untouchability' prevents any person—
>
> "(a) From entering any place of public worship which is open to other persons professing the same religion or belong to the same religious denomination or any section thereof as such persons; or

(16) Clause 2(f) of the untouchability (offences) Bill, 1955 (as introduced in the House of People). Bill No. 14 of 1955.

(17) Report of the Joint Committee, 1954 : vi.

(18) Debaraiiah *Vs.* B. Padmana, AIR, 1958 Mys. 84.

(19) *Ibid.*

(b) From worshipping or offering prayers or performing any religious service in any place of public worship, or bathing in, or using the waters of, any sacred tank, well, spring or water-course, in the same manner and to the same extent as is permissible to other persons professing the same religion, or belonging to the same religious denomination or any section thereof, as such person;

"shall be punishable:—

"Explanation—For the purpose of this Section and Section 4 persons professing the Buddhists, Sikh or Jain religion or persons professing the Hindu religion in any of the forms or developments including Virashaivas, Lingayat, Adivasis, followers of Brahmo, Prathana, Arya Samaj and the Swami Narayan Sampraday shall be deemed to be Hindus". (S-3).

II.18. Both the sections read together relate only to the entry in "public place of worship" and worshipping therein or using the waters of any sacred tank, well, spring or water-course for religious purposes. "Public place of worship" only refers to places which are dedicated to the use of the public and does not make in-roads on the privacy of houses and private Puja places, therein, to which even members of the general public may be allowed. But to understand the nature of Section 3, it is necessary to know what constitutes an offence under Section 3 of the Act. It was pointed out in State of Kerala *Vs.* Venkiteswara Prabhu and others[20] that to constitute an offence under Section 3(b), the following conditions have to be fulfilled:

(a) "The prevention must be from worshipping or offering prayers or performing any religious service in a place of public worship."

(b) "The prevention must be from doing an act to the same extent and in the same manner as is permissible to other persons of the same religion or religious denomination or section thereof as the persons prevented."

(c) "The prevention must be on the ground of 'untouchability'".

Section 3, thus suffers from certain obvious limitations which are as follows:

(a) The Section does not permit any member of a Scheduled Caste to enter a place which is open to any religion or any section of religion to which he does not belong.[21]

(b) It preserves the distinction not only between such places as belonging to different religions but even between such places as belonging to different denominations or section included in one religion.[22]

(c) The section does not create any new rights in favour of the Scheduled Castes but only puts them at par with other caste—Hindus.[23]

II.19. Coming to the Explanation appended to the Section it may be mentioned that the original draft of S. 3 did not contain any Explanation. The Joint Committee added the Explanation to provide that if a sectional temple is open to the other Hindus then any person professing the same religion should not be prevented from enjoying similar rights on the ground only of 'untouchability'. But the Explanation appended to S. 3 of the Act has become redundant due to the occurrence of such a phrase as belong to the same denomination or any section thereof." The Explanation only means that the provisions of the section are also applicable to the communities mentioned therein.[24]

Social and Economic disabilities

II.20. As regards the social and economic disabilities, the Act has the following provisions:

Section 4 of the Act deals with the punishment for enforcing social disabilities with regard to—

(i) "Access to any shop, public restaurant, hotel or place of public entertainment; or

(ii) "the use of any utensil and other articles kept in any public restaurant, hotel, Dharmashala, sarai or musafir-khana for the use of the general public or of persons professing the same religious denomination or any to the same religious

(20) AIR 1961 Kerala 55.

(21) State *Vs.* Puranchand, AIR, 1958 MP 35; State of Kerala *Vs.* Venkateswara Prabhu and others.

(22) See State *Vs.* Puran Chand.

(23) *Ibid.*

(24) *Ibid.*

denomination or any section thereof, as such person; or

(iii) "the practice of any profession or the carrying on of any occupation, trade or business; or

(iv) "the use of or access to any river, stream, spring, well, tank, cistern, water-tap or other watering place, or any bathing ghat, burial or cremation ground, any sanitary conveniences, any road, or passage, or any other place of public resort which other members of the public, or persons professing the same religion, or belonging to the same religious denomination or any section thereof, as such person have a right to use or have access to; or

(v) "the use of, or access to, any place used for a charitable or a public purpose maintained wholly or partly out of State funds or dedicated to the use of the general public, or persons professing the same religion, or belonging to the same religious denomination or any section thereof, as such person; or

(vi) "The enjoyment of any benefit under a charitable trust created for the benefit of the general public or of persons professing the same religion or belonging to the same religious denomination or any section thereof, as such person; or

(vii) "the use of, or access to, any public conveyance; or

(viii) "the construction, acquisition, or occupation of any residential premises in any locality, whatsoever; or

(ix) "The use of any Dharamshala, Sarai or Musafir-khana which is open to the general public, or to persons professing the same religion or belonging to the same religious denomination or any section thereof, as such persons; or

(x) "the observance of any social or religious custom, usage or ceremony or taking part in any religious procession; or

(xi) "the use of jewellery and finery."

Refusal on the ground of 'untouchability' to (i) admission of any person, to any hospital, dispensary, educational institution or any hostel attached thereto, if the same are established or maintained for the benefit of the general public or any section thereof (S. 5) or subsequent discrimination after admission in any of such places and (ii) to sell any goods or to render any service to any person (S. 6) has also been made an offence. Similarly the most powerful weapon of "boycott" often used by the so called 'higher castes' against the Scheduled Caste people while they attempt to exercise certain rights conferred upon them by the Constitution or this Act has been declared an offence. The expression 'boycott' has been defined in the Explanation to Section 7(1) of the Act in the widest possible terms. The denial of social privileges to and ex-communication of persons who refuse to practise 'untouchability' is also made an offence.

Presumption of courts

II.21. Section 12 is a novel and important feature of the Act. A special rule of presumption is raised by this section in favour of a member of a Scheduled Caste as defined in clause (24) of Article 365 of the Constitution where an offence is committed in relation to him. *The onus of rebutting the presumption* heavily rests with the accused. This provision clearly shows the anxiety of the legislators for eradicating the evil of 'untouchability'. This however was commented upon adversely by Leelawati Munshi in her minute of dissent, wherein she observed :—

> "It is a principle of jurisprudence that the burden of proof is always on the prosecution and never on the accused. There is always a presumption of innocence in favour of the accused until he is proved guilty. I am afraid if this clause (*i.e.* Section 12) is passed, there may be people who may prove to be a cause of unnecessary harassment; because even if the case is not proved the complainant has nothing to lose".[25]

Shri N. C. Chatterjee also described the said provision as against the cordinal principle of jurisprudence, and as also against the principle of all civilised systems of law.[26] However, he reconciled and accepted it by saying, "because it came from persons who are pleading that the Harijan brothers and

(25) Report of the Joint Committee, 1964 : viii
(26) Lok Sabha Debates, Vol. IV, Part II, 1955 : 6608

sisters are backward socially, economically, repressed and suppressed by centuries of torture, and that it would be difficult for them to vindicate their fundamental rights".[27] As a shift of burden of proof in a criminal case from the prosecution to the accused was likely to cause hardship to the accused a lot of discussion ensued on the subject.

II.22. The jurisprudence behind this shift of burden on the accused came to be judicially noticed by the Supreme Court in Harbhajan Singh *Vs.* State of Punjab AIR 1966 SC 97 wherein it was observed:

"There is consensus of judicial opinion in favour of the view that where the burden of an issue lies upon the accused, he is not required to discharge that burden by pleading evidence to prove his case beyond reasonable doubt. This however is the test prescribed while deciding whether the prosecution has discharged its onus of proving the guilt of the accused."

II.23. In the latest case of Jhingan[1], the Supreme Court has approved its earlier observations in Harbhajan Singh's case and held that the burden of proof lying upon the accused u/s 4 (1) of the Prevention of Corruption Act will be satisfied if he establishes his case by preponderance of probability as is done by a party in civil proceedings. The court went on to say that it is not necessary that the accused should establish his case by the test of proof beyond reasonable doubt.

II.24. The Committee feels that as the rigour of the burden on the accused has now been whittled down, the objections raised by the two learned members adumbrated above have been adequately met and the provisions of section 12 should continue to remain as they are.

Panel Provisions

II.25. The following are the penal provisions for an offence committed under the Act—

(a) Under Ss. 3, 4, 5, 6 and 7, whoever practises 'untouchability' shall be punishable with imprisonment which may extend to six months or with fine which may extend to five hundred rupees or with both.

(b) On the analogy of the provisions of the Indian Penal Code, the abetment of any offence under this Act is made punishable with the same quantum of punishment provided for the offences itself (S. 10).

(c) A repetition of the offence or abetment of the offence by one who has already been convicted of any offence under the Act or of an abetment of such offence, shall deprive the offender of the benefit of alternative form of punishment *viz.* fine or imprisonment and renders him liable to both simultaneously, that is fine and imprisonment on every subsequent conviction (S. 11).

(d) To enforce effectively the provisions of S. 6 which deals with the punishment for refusing to sell goods or render services, the courts have also been given the discretion to cancel or suspend the licence of the offender in respect to his profession, trade, calling or employment (S. 8).

(e) Under S. 9 of the Act the Government may either suspend or resume grant of land made by it to further the objects of a place of public, worship, where the manager or trustee of such a place is convicted of an offence under the Act and such conviction is not reversed or quashed in any appeal or revision.

Nature of Offences

II.26. Offences under the Act have been declared as cognisable and compoundable with the permission of the Court (Sec. 15). Thus for any offence committed under the Act a police-officer is authorised to arrest the offender without a warrant. Obviously, this provision was made to apprehend the offenders without bringing into picture, in the initial stages the persons against whom such an offence is committed. The provision for compounding the offence was added by the Joint Committee, there were members who were not in favour of this provision which in their opinion frustrated the very purpose of the Act. On the other hand there were others who held the provision quite justified, because of the fact that the Scheduled Caste people were to live in village where 'others' were in a dominant position and there would be no harm if and when the offenders 'repent'. They may be exonerated by way of a compromise *with the permission of the Court;* the Court is there to look into the matter, whether the compromise is brought due to coercion or as a matter of goodwill. As will be observ-

(27) *Ibid.*

1 AIR Nov., 1966 SC. 1762.

ed at a later stage in this part, the committee is of the firm view that the provision for compounding the offence have come as a handy tool in the hands of the caste hinder accused to pressurise the complaint and his witnesses into agreeing for a compromise by threats, promises or bribery. The Committee has, therefore, decided to recommend abolition of these provisions but create a tribunal to be called Hari Adhikaran which will try to effect a conciliation before passing final orders.

II.27. There is yet another important and significant provision in the Act which also recognises the offences committed by Corporate bodies, a firm and any association of individuals or a company and makes every person to be deemed guilty, who at the time of committal of the offence was incharge of and was responsible to the company for the conduct of the business of the company.

Sec. 14(1). Thus, this provision recognises not only individual guilt but also the liability of Corporate bodies and other 'legal persons'.

Other Provisions

II.28. (a) Under Section 13 the jurisdiction of the Courts is barred to the taking of cognisance of suit or proceedings of a cause, action of which is based on law or facts inconsistent with the provision of this Act; the pending suits or proceedings in execution shall also abate for the same reason.

(b) Section 16 precludes the "plea of custom or usage or the applicability of any instrument deriving its sanction from such custom or such authority", as an answer to any charge of any offence under this Act and also renders null and void any provisions in any other law for the time being in force, which are repugnant to the provisions of this Act.

(c) Section 17 has repealed 21 enactments (as per Schedule appended to this Act) passed by the State Govts. prior to the promulgation of the Constitution, to the extent to which they or any of the provisions contained therein correspond or are repugnant to this or any of the provisions contained therein. This Section thus provides that if "there are any provisions in any of these 21 Acts, they ought to be saved to the extent that they can be saved, but so far as the provisions of this Act are concerned, they ought to be supreme and the others will have to yield".

II.29. But as discussed earlier, the Untouchability (Offences) Act, 1955 also suffers from some limitations which have obstructed the removal of untouchability to a great extent. The obvious limitations may be discussed as follows :—

Scope of Temple entry provision in the Untouchability (Offences) Act, 1955.

Section 3 of the Untouchability (Offenes) Act, 1955 provides that "whoever on the ground untouchability" prevents any person :—

"(a) from entering any place of public worship which is open to other persons professing the same religion or belonging to the same religious denomination or any section thereof, as such person; or

(b) from worshipping or offering prayers or performing any religious service in any place of public worship, or bathing in, or using the waters of, any sacred tank, well, spring or watercourse, in the same manner and to the same extent as is permissible to another person professing the same religion, or belonging to the same religious denomination or any section thereof, as such person;

"shall be punishable with imprisonment which may extend to six months, or with fine which may extend to five hundred rupees, or with both."

"Explanation—For the purposes of this section and section 4 persons professing the Budhist, Sikh or Jain religion or persons professing the Hindu religion in any of its forms or developments, including Virashavas, Lingayats, Adivasis, followers of Brahmo, Prathana, Arya Samaj and the Swaminarayan Sampraday shall be deemed to be Hindus".

This Temple Entry provision has been reviewed by some High Courts. In State *Vs.* Puran Chand[3] it was pointed out by the Court that "a perusal of Section 3(a) shows that the place of worship must be (a) open to other persons professing the same reli-

Datar, B. N., Rajya Sabha Debate, Vol. IX Nos. 26-50 1955 : 6511
(3) AIR 1958 M. P. 352

gion as the complainant or (b) open to other persons belonging to same religious denomination as the complainant."[4] Considering the Explanation it was said that it only "lays down that persons professing Jain religion shall be deemed to be Hindus for the purpose of the section. This only means that the provisions of Section 3 will be applicable to Jain Temples".[5] In this case the complainant was a Scheduled Caste and the Court observed "that it was necessary for the prosecution to establish that the Temple was open to non-Jain Hindus in general".[6] "The object of the provision" the Court held "is not to create any new rights in favour of untouchables but it is intended only to put them at par with other caste-Hindus".[7] Section 3 as interpreted by the Court "means to preserve the distinction between the places of public worship not only belonging to the different religions but even between such places as belonging to different denominations or sections included in one religion."[8] In State of Kerala, *Vs.* Venkiteswara Prabhu and others it was pointed out that to constitute an offence under Section 3(b) of the Act the following conditions have to be fulfilled:

(a) "The prevention must be from worshipping or offering prayers or performing any religious service in a place of public worship;

(b) "The prevention must be from doing any act to the same extent and in the same manner as is permissible to other persons of the same religion or religious denomination or section thereof as the person prevented;

(c) "The prevention must be on the ground of 'untouchability' ".

It is thus obvious that if a temple is not open to caste-Hindu, the Scheduled Castes cannot claim to enter and worship therein. Article 25(2)(c) of our Constitution on the other hand, permits the State to throw open "Hindu religious institutions of a public character to all classes and sections of Hindus". The said Article thus empowers the State to throw open all Hindu Temples to all the classes and sections of Hindus, whereas Section 3 of the Untouchability (Offences) Act, 1955 as mentioned above has a very limited scope. Realising the gap between the extent of power conferred by the said Article and the Untouchability (Offences) Act, 1955 the ex-State of Bombay and the States of Kerala and Uttar Pradesh have passed the necessary legislation making provisions for the entry of all classes and sections of Hindus into places of public worship. While the Bombay Hindu places of public Worship (Entry Authorisation) Act, 1956 (Bombay Act No. XXXI of 1956) and the Kerala Hindu Places of Public Worship (Authorisation of Entry) Act, 1965 (No. 7 of 1965) make it an offence to prevent Hindus of any class or section from entering or worshipping at a Hindu Temple "to the same extent and in the same manner as any other Hindu of whatever class or section", the U.P. Temple Entry (Declaration of Right) Act, 1956 (U.P. Act No. XXXIII) declares the rights of all sections of Hindus to offer worship at any Hindu temple and prohibits the courts from recognising any custom, usage or practice to the contrary and contains no penal provision. The Committee feels that except the three States (U.P., Bombay and Kerala) no other State is coming forward after passing 20 years to make a new legislation. However, now all the States are covered by Central Act. We strongly, recommend that the States which do not have any legislation permitting entry of all classes and sections of Hindus into places of public worship should enact necessary laws to the effect so that the Scheduled Castes may enter and worship in all Hindu temples, on an equality with caste-Hindus.

II.30. The question as to whether a Hindu temple is private or public has been the subject matter of various judicial decisions and came to be noticed by the Supreme court in the Nathdwara temple case. The Supreme Court observed that a private temple may attract large number of devotees and the more fact that a large number are allowed to worship in the temple would not necessarily make the private temple a public temple. To ascertain the views of the State Governments and various official and non-official agencies the Committee had inserted the following questions as question 40 in its questionnaire:

**40(a) Are you of the opinion that.. ...... place of public religious worship.

(4) *Ibid.*
(5) *Ibid.*
(6) *Ibid.*
(7) *Ibid.*
(8) *Ibid.*
(9) AIR 1961 Ker, 55.

**4 (a) Are you of the opinion that the definition of "Place of public worship" occurring in clause (d) of Section 2 of be Act requires an amendment ?

II.31. The States of Maharashtra, Gujarat, Orissa, Rajasthan, U.P. and Himachal Pradesh have answered the question in the affirmative and the Committee feels that the admittance of the members of Scheduled Castes to these places of worship should not be predicated upon the title or ownership of the temple lest the plea of a temple being private be used only to deny the privilege of worship to the members of Scheduled Castes by an orthodox owner or pujari who as a matter of practice permits all persons professing Hindu religion to offer prayers and worship the dieties. The Committee therefore recommends that the amendment suggested by it in question 40(b) may be carried out.

Provision regarding social boycott in the Untouchability (Offences) Act, 1955

II.32. Under Section 7(1) (b) whoever boycotts any person by reason of his having exercised any right accruing to him by reason of the abolition of untouchability under Art. 17 of the Constitution is punishable with imprisonment and fine. The explanation to the Section has listed details of acts which would be deemed to mean boycotting another person. The question of social boycott has come for discussion in the case of Devarajiah *Vs.* B. Padmanna in which the learned judge has observed:

> "It is to be noticed that the word occurs only in Art. 17 and is enclosed in inverted commas. This clearly indicates that the subject-matter of that Article is not 'Untouchability' in its literal or grammatical sense but the practice is it had developed historically in this country. The existence and practice of untouchability in this country and the efforts made for its eradication during the past several decades are matters of common knowledge and can be taken judicial notice of. The framers of the Constitution dealt with this feature which in their view constituted a blot on Indian Society in two ways. They provided measures against social discrimination and for punishing such discrimination as an offence."
>
> "In the Act in question also the same term 'Untouchability' *i.e.*, in inverted commas is made. The effect of this device is the same as using the phrase the practice known as untouchability which necessarily refers to the meaning of the term in the context of the historical development of the practice and does not connot its literal meaning. It may be mentioned that prior to the promulgation of the Constitution several enactments had been passed by various Legislatures for the removal of the disabilities from which the untouchables suffered.
>
> "Comprehensive as the word 'untouchability' in the Act is intended to be, it can only refer to those regarded as untouchables in the course of historical development. A literal construction of the term would include persons who are treated as untouchables either temporarily or otherwise for various reasons such as they are suffering from an epidemic or contagious disease or on account of social observances such as are associated with birth or death or on account of social boycott resulting from caste or other disputes.
>
> "The imposition of untouchability in such circumstances has no relation to the Castes which relegated certain classes of people beyond the pale of the caste system. Such relegation has always been based on the ground of birth in certain classes."

Commenting on this judgement, Basu J.[11] has observed:

> "A restrictive meaning might be justified in as much as the Court was interpretting a penal statute; but a restricted meaning was not perhaps contemplated by Art. 17 itself as would appear from the use of the word 'in any form'. It is difficult to imagine that the framers of the Constitution intended to leave social boycott untouched when it was obviously liable to be used as an engine of oppression against people of the weaker classes. Perhaps Parliament will soon have to attend to this loophole in the Act."

As the provision stands at present if a person is boycotted by reason of his having exercised any right which has accrued to him by reason of the abolition of untouchability, such a social boycott is covered by Section 7. If a Scheduled Caste person was being employed by another previously and because of his financial prosperity the employer does not continue to engage him, it can be said that the first person is refusing to deal with or do business with such other person in the ordinary course of

(11) Basu, D. D. Shorter Constitution of India, Fourth Ed. Calcutta 1964; page 71 foot note 3.

business. Suppose however that because of the acquisition of the house by a Scheduled Caste person the caste-Hindu refuse to purchase goods from the shop of such a person, it would come under refusal to do business with that person in the ordinary course of business. Though such instances are covered by the Act it will be difficult to prove in a Court of Law that the abstention of business was on the ground of untouchability. It is possible for the caste-Hindu to argue that they do not require the goods which the Scheduled Caste person sells or that the quality of goods is better in some other shops.

II.33. At the village level the engagement of labourers does not conform to a pattern which is followed in urban areas. The engagement is generally on day to day basis or for the season. It has been the experience of the members of the Committee that whenever a caste-Hindu landlord discovers that a member of the Scheduled Caste is trying to assert his right guaranteed under Art. 17 of the Constitution, such landlord some-how or the other gets rid of the recalcitrant persons with a view to avoid spreading of such thinking in the other workers. In such a case the Committee feels that in the event of refusal to do business or refusal to engage labourers, the proposed Taluk Board should investigate it as an act of untouchability and the quasi-Judicial Wing may pass declaratory or mendatory order regarding reinstatement of such a worker. The order may provide in the alternative for payment of damages.

II.34. During the tour in various States, the Committee came to know that the powerful weapon of social and economic boycott is very often used against a member of the Scheduled Caste by the Caste-Hindus, whenever the former attempts to free himself from the bondage of age-old traditions of performing certain menial jobs. This includes carrying of death news from one village to another removal of carcass, digging burial pits and beating of drums at funeral processions, scavenging work, etc. etc. It was brought to our notice that whenever any Scheduled Caste person refused to perform any of these jobs he is economically boycotted in the sense that none of the caste-Hindus give him any employment. It may be stated here that the Joint Committee had recommended the inclusion of the following provision in the Untouchability (Offences) Bill:

> "Whoever on the ground only of 'untouchability'—"compells any person to dig a grave, or remove a carcass or beat *pariah* drums or convey the news of the death of any person;[12]

Unfortunately, this sub-clause was deleted by the Lok Sabha and Shri Pataskar the then Minister in the Ministry of Law supporting his contention for the deletion of the sub-clause remarked that the sub-clause referred to compelling a person to dig a grave or remove a carcass or beat *pariah* drums or convey the news of death of any person amounts to forced labour and is covered by Article 23 of the Constitution and is punishable under Section 374 of the Indian Penal Code.[13] He further stated that the said Section of the I.P.C. lays down that forced labour whether in connection with untouchables or touchables is punishable.[14]

II.35. But what the Committee has observed during the course of its tours is that the forced labour is still being practised in disguise. No doubt, forced labour is a penal offence but if a Scheduled Caste refuses to perform some menial jobs, he may not be compelled but he may be socially and economically boycotted and refused to be given any employment on frivolous grounds. The Committee feels that its proposal to set up boards at Taluka level discussed at the end of this chapter may provide the means to combat the problem. Regarding recommendations of the Committee on the subject matter details have been given separately in Economic Development Chapter.

(12) The Untouchability (Offences) Bill, 1954. (Report of the Joint Committee), New Delhi, 1954; p. 3.
(13) Pataskar, in Lok Sabha Debates, Vol. IV, Part II, New Delhi; 1955; page 6752.
(14) *Ibid.*

CHAPTER III
FORMS OF UNTOUCHABILITY

As observed earlier the origin and practice of Untouchability is shrouded in mystery according to some experts. On the other hand Baba Saheb Dr. B. R. Ambedkar believed that untouchability came into existence as a result of persecution of Budhists due to the revival of Brahminism with its rigid Caste system. Many religious leaders, saints, Seers and social reformers starting from Budha down to Jyoti Phule have raised their voice against this social evil and worked for the removal of untouchability.

III.2. In recent times it was Gandhiji who tried to tackle this social evil not only on the religious and humanitarian ground but also emphasised the removal of economic disparities. He preached day and night that there is no religious sanction to untouchability and exhorted the people that it was inhuman to treat any person as an untouchable. It was Gandhiji the Father of the Nation who emphasised that "untouchability will not be removed by the force even of law. It can only be removed when the majority of Hindus realise that it is a crime against God and men are ashamed of it."

III.3. The late Baba Saheb Ambedkar infused a spirit of self-respect and created an atmosphere for the Scheduled Castes to shed inferiority complex and to revolt for asserting their economic and social rights. From Manu to Ambedkar was a long way. It was a happy coincidence that it was left to Baba Saheb Dr. B. R. Ambedkar the father of the Constitution who had himself suffered a lot, to draft the Code of Faith of modern India to guarantee "justice, social, economic and political; Liberty of thought, expression, belief, faith and worship; Equality of status and opportunity and to promote among them all fraternity assuring the dignity of the Individual and the unity of the Nation".

III.4. In spite of all efforts the Scheduled Castes continue to suffer from various social disabilities. As pointed out by Shri Vinobaji "we have not done much for the untouchables". To our utter dismay the Committee found that untouchability is still being practised in virulent form all over India. Dr. Bhansali, the famous social reformer whom the Committee met in his Ashram pointed out that "Harijans in India are deprived of social rights whereas Negroes are deprived of civil rights in America".

III.5. The Committee has collected a mass of information regarding the various forms of untouchability being practised in the country. We give below the various forms of untouchability reported/observed during our[2] tour in the various States/ Union Territories.

Andhra Pradesh

(a) In Cheekatim Anipally village school in Anantapur District, the Scheduled Caste children were not allowed to sit with the children belonging to other communities.

(b) It was reported at Chittor on 7-4-1966 that in Bangaripolyam village, District Chittor, Scheduled Castes are not served in plates in hotels.

(c) In Jankampet village, District Nizamabad, in tea shops separate glasses were found to be kept for serving tea to the Scheduled Castes, and it was reported that they have to clean the glasses after use and keep them separately.

(d) In village Kaumabaripaleam, District Warrangal, the Scheduled Castes are not allowed to fetch water from the public wells.

(e) It was reported to the Committee at Vijayawada that the Scheduled Castes are not allowed to sit in boats (in West Godavari District) along with caste-Hindus.

(f) At Vijayawada the Scheduled Castes are not allowed to draw water from tanks in Ekanuru of Divi Taluk and Garikaparru of Vijaywada Taluk.

(g) At Anantapur it was reported that in villages the Scheduled Castes are not allowed to sit in a cart

(2) The names of Districts in various States/Union Territories visited by the Committee are given at Appendix IV.

when it passed through the streets inhabited by caste-Hindus.

(h) It was also reported that in Padamaglaipalli village, the Scheduled Castes are not allowed to go through the village wearing shoes or chappals.

(i) It was reported that in village Damaunpalli, the Scheduled Castes are not allowed to pass through the road where a temple is situated.

(i) It was also reported that in village Tupran Taluk Gajwal, District Madak:

(i) The Scheduled Castes are not allowed to enter the temples.

(ii) The Scheduled Castes are not allowed to draw water from public wells.

(iii) The washerman accepts the clothes of the Scheduled Caste persons only at the Ghats and that too after having dipped them in the water.

(k) In a memorandum submitted by a social worker at Guntur, it was reported that:

(i) The Scheduled Castes are not allowed to draw water from public wells and public tanks. If any Scheduled Caste person dares to approach these tanks and wells, he is manhandled and economically boycotted.

(ii) In village temples the caste-Hindus do not allow the Scheduled Castes to enter.

(iii) The village barbers and the washermen do not serve the Scheduled Castes.

(l) A news item appeared in the Hindustan Times dated 19-3-1968 regarding the burning alive of a Harijan boy on February 24, 1968 in Kachikacherlu village of Krishna District. This incident was condemned by the Members of Parliament. It was alleged that a 19 years old Harijan boy was accused of stealing a pair of Sandals and some time later of two brass jugs and for this offence the Kammas of Kachikacherlu, bound his hand and foot to a pole and set it on fire. Over forty people watched the 'fun' as the young man screamed protesting his innocence. The boy succumbed to the burns. From the Press report it appears that it was a case of caste prejudice. The matter was taken up with the concerned authorities for furnishing detailed report for the information of the Committee. It is now understood that the accused have been punished.

Assam

1. On 25-10-1968 the Committee visited Keotpara village 16 miles from Gauhati. The Scheduled Caste people of the village are not allowed to enter the temple for worship. The local barbers and washermen do not serve the Scheduled Caste people. In this village at the time of *Puja* ceremony the Scheduled Caste people are also not allowed to participate in the *Puja* directly They cannot touch the diety of the Goddess. They also cannot distribute the *prasad* by themselves.

2. In the village Tilingaon near Gauhati it was reported to the Committee on 25-8-1968 by the Scheduled Caste people that the Scheduled Castes are not allowed entry in tea stalls, hotels and temples.

3. Shri P. N. Hazarika M.L.A. (Assam) informed the Committee that 150 Scheduled Caste girls of Tinsukhia town, about a couple of miles away from Gauhati embraced Islam due to ill-treatment from the caste-Hindus.

4. One Scheduled Caste person of village Mankushi, District Gauhati was elected President of the Panchayat in October, 1968. The caste-Hindus did not tolerate this. They compelled him to tender resignation from Presidentship of the Panchayat. The aggrieved party is an Ex-M.L.A.

5. Some time in the year 1968 there was a quarrel between school children at Goalpara town. The parties involved were 2 girls, one belonging to Scheduled Caste and one to a Muslim family. The matter went to the Munsif and the Scheduled Caste child was beaten.

6. According to one Member of Assam Public Service Commission it was understood that when he was District Magistrate at Goalpara the Scheduled Caste people of Goalpara were not allowed entry into temples. There was a serious case of denial of temple entry to Scheduled Castes in Siva Mandir, Golakanj in the year 1958-59.

Out of fear the Scheduled Castes did not want to enter the temple.

Bihar

(a) In Mangal Talao (Harijan Basti), and in Shadipur and Maroo Ganj, Patna city, the Scheduled Castes are not served tea in glasses by the shop-keepers. They are served tea either in their own glasses or in earthen pots.

(b) At Patna, a student of Engineering College, reported, that in the Science College of Patna, one Scheduled Caste student was not allowed to take water in the glass which is used by caste-Hindu students.

(c) At Sabalpur village, District Patna, it was reported that the Scheduled Castes are not allowed to take water from the public wells.

(d) It was reported that in Forbisganj, District Purnea, the Scheduled Caste students are not allowed to sit on benches and they sit on the floor in the schools. One local M.P. on 24-4-1965 confirmed it.

(e) In Banmankhi and Sukhia villages in District Purnea, the barbers do not render their services to the Scheduled Castes.

(f) In villages of Fatehpur and Majohlia in the Districts of Darbhanga and Muzaffarpur respectively, Scheduled Castes are not allowed to draw water from the public wells when caste-Hindus are drawing water.

(g) On 24-4-1966, it was reported by one M.L.A. that in the villages if any caste-Hindu lady is going out carrying food to the field and if any Scheduled Caste boy or girl happens to touch her perchance, the food is thought to be polluted and is thrown away and 'damages' are demanded from the parents of that boy/girl.

Gujarat

(a) During its tour in some villages in Mehsana, Kutch, Ambreli, Rajkot and Jamnagar districts of the State the Committee observed that the untouchability is practised in extreme form. The State Government have themselves admitted while replying to the questionnaire issued by the Committee that in some villages, towns and cities, there is still some resistance to the Scheduled Castes entering temples. The State Government have also admitted that at some places, generally in villages, the hotel keepers keep separate arrangement for Scheduled Castes, just near the main doors of the hotel or restaurant. At some places they keep separate cups and utensils for them. It was also brought to the notice of the Committee that Muslims, Parsis and Jains also observe untouchability towards the Scheduled Castes to some extent. Generally among all the Scheduled Castes, Bhangis are considered as most untouchables. They, therefore, have no free access to drinking water wells. They are also not allowed to participate on equal footings in other social functions off and on. It was also brought to the notice of the Committee that the Scheduled Castes have no access to cremation grounds in villages. At some places in Himat Nagar district the Harijans are not able to make use of the hair cutting saloon and some time back it was reported by the Social Welfare Officer of the District that although the Scheduled Castes are not denied the right of entry into saloons they were charged the highest rates or the barbers cut their hair purposely in a bad way to discourage the Harijans from entering the saloons. Such instances were noticed at Shamalaji village of Bhaloda Taluka and Titoi village of Maghraj Taluka.

(b) During the Committee's visit to Mehsana District it was informed that during 1966, notices were served to stop the grants of the three villages—one in Kodi Taluka and the other two in Mehsana Taluka. This action was taken on the basis of denial of right of drinking water from common well. Shri Mochi Bhai informed the Committee that out of 359 water works in Mehsana District only 11 villages were allowing the Harijans to draw water from the common water works. Separate wells are there for the Harijans.

(c) At Mehsana it was also brought to the notice of the Committee that there is a Hotel (Kapoor Hotel) where Harijans were not allowed

the entry. In 1966 one Government employee tried to enter that Hotel but he was not allowed. The Committee was also informed that in Sargasan village Taluka Gandhi Nagar, a few Harijans wanted to beat a drum on some occasion or function but were not allowed to do so but when they insisted a Harijan was beheaded. There is a provision that licenses of those hotels can be cancelled which observe untouchability. The Committee could not find a single case where the Government had cancelled the licenses of any such hotels though there are so many hotels where the Harijans are provided with separate cups etc. and even not allowed to enter some places.

(d) At Porbandar, Shri Narainbhai Ramjibha a resident of Bhangi Bhai Ward No. 5 informed the Committee that it is difficult for an identified Harijan to enter a temple or a hotel. He also told that in the Adarsh Hotel a Harijan boy was beaten in the year 1966 for his entry to the Hotel. It was also brought to the notice of the Committee that near Bhadurpal village in Porbandar District there is one small tea shop where separate cups have been kept for the Harijans and the Government authorities have not taken any action in this regard. The Bhangis of Porbandar are not allowed to take water from the public taps.

(e) At Baroda in a meeting Shri Ambalal Patel Bhai informed the Committee that the Harijan members of the Panchayat are made to sit outside during the Panchayat meetings and the proceedings of the meetings are not signed by them by sending the proceedings to their houses.

Haryana

1. One Shri Sohan Lal Arya, a social worker of the Harijan Sevak Dal of Delhi who used to go to Narnaul for working among Scheduled Castes was severely beaten by the caste-Hindus in the main Bazar of the town for taking active interest in the work relating to untouchability. He was taken by his friend to the hospital but unfortunately he was admitted in the hospital by the Doctor on Duty only after he paid admission fee. The case was reported by him to the Police Outpost but the police took no action against the culprit.

2. At Karnal one Shri Trilochan Singh, General Secretary of the Samyukta Socialist Party, brought to the notice of the Committee that in 1968 a Scheduled Caste girl of village Bensi Khurd, District Karnal was severly beaten by a caste-Hindu of the village while she was collecting cowdung. When the matter was reported to the Police Inspector, he referred the girl to the doctor for medical examination. Later on, instead of investigating into the matter the Police Inspector advised the parties to compromise the case and also requested the caste-Hindu to pay Rs. 50 as costs towards medical treatment to the father of the girl. When the parties left the police station, the caste-Hindus wrongly reported to the Police Inspector that the father of the said girl was reported as saying that the Police Inspector demanded bribe from him. After hearing this he got annoyed and humilated the Harijans of the village.

3. On 25-5-1968 one Shri Bharat Ram, a Scheduled Caste teacher. working in the Government Primary School, Fatehpur, District Ambala took water from the common pot which is kept for drinking purpose. The Head Master noticed this he got annoyed and abused the teacher and dismantled the water pot and the glass tumbler. The poor teacher brought the matter to the notice of the District Welfare Officer, the Director of Public Instructions and the Chief Minister. But unfortunately no action was taken by them.

Jammu and Kashmir

(a) In Trilokpur—a village in Jammu province, the Scheduled Castes cannot take water from the wells commonly used by the other 'high caste' persons.

(b) It was reported by one Advocate that at Kathua in Jammu province, a sweeper, who was in uniform, and was taking water from a public tap was severely beaten by a caste-Hindu police constable and this matter was brought to the notice of the authorities; no action was taken against the constable.

(c) In a meeting with some non-officials at Kathua it was reported that in Kandi area in villages Bhudi, Halli and Barwar, the Scheduled Castes

are not allowed to take water from the common bathing ghats.

(d) At Jammu on 24-9-1966 it was reported by one M.L.A. that no Scheduled Caste Government employee can get a house on rent in caste-Hindu localities.

(e) It was reported to the Committee at Srinagar by some Scheduled Caste students of the local Medical and Engineering Colleges that in Schools, the Scheduled Caste students were not allowed to take water from the same pitcher from which the students belonging to other communities take.

Kerala

(a) It was found that in Kasaregode Taluk of Cannanore District, separate tumblers are used for serving tea to Scheduled Castes in a teashop situated in front of Bela High School.

(b) In Cannanore District the Scheduled Castes are not allowed to enter into hair cutting saloons.

(c) One caste-Hindu social worker reported at Cannanore that in Vellor the Scheduled Castes are not served tea in tumblers, instead they were served only in cocoanut shells.

(d) It was brought to the notice of the Committee that even today the Scheduled Castes are not allowed entry for worship in Vanketasa temple in Cherai village (Trichur District).

Madhya Pradesh

(a) In village Arjunda, District Durg, it was reported by a member of village Panchayat that in his village named Machand near Arjunda Police Station, the Scheduled Castes are not allowed to enter hotels.

(b) In a meeting with non-officials at Durg, it was reported that in a village Lungia Tala, Police Station Chhoikhaldan, a Scheduled Caste Lady was severely beaten by a hotel owner when she had taken a glass of water from the hotel.

(c) It was also reported that in Junglepur a Harijan took water from a public well. Thereupon the caste-Hindus stopped taking water from the well and also spoiled the water.

(d) In Fingeshwar, District Raipur the Scheduled Castes are not allowed to enter a tea stall and are served tea outside the stall and that too in glasses which are kept separate for their use.

(e) In village Sakara it was found by the Committee that the Scheduled Caste members of the Panchayat sit outside the room and they do not participate in the meetings as the other members do.

(f) In a meeting with non-officials at Jabalpur, it was reported that whenever a Scheduled Caste is transferred to a new place it is very difficult for him to get a house on rent.

(g) In a village Kharso Khurd, District Ujjain, on 1-3-1966 a marriage party of Scheduled Castes was obstructed. The Thakur of the village threatened the marriage party and asked them to remove the umbrella, which they had opened for the bridegroom. The Scheduled Castes were also not allowed to wear golden ear-rings.

(h) It was reported at Bhopal on 3-3-1966 that in Jabalpur town the Scheduled Castes of a particular ward cannot go to a hotel in the same ward.

(i) It was reported that in one of the Seminars held in village Tok Khurd, Dewas District, for the training of the Panchayat members, Scheduled Caste members were not allowed to take their food along with caste-Hindus.

(j) Though Mr. Chandra Bhan Dikshit is a Brahmin and being a worker of the Harijan Sevak Sangh he disclosed some information to the Committee at the time of its visit to Madhya Pradesh about the harassment of the Scheduled Caste people especially relating to the fact that the Harijans of Bhojpur Police Station, Khilchipur Tehsil, District Rajgarh are not allowed to sport their moustaches upwards. The cast people troubled and harassed him in such a way that he got himself transferred to Uttar Pradesh as Secretary of the State Unit of Harijan Sevak Sangh. This very fact will show that how these caste prejudices are deep-rooted and

if any harassment is brought to the notice of the Government or public, the local people make the lives of the Scheduled Caste people more miserable and make it impossible for them to live.

(k) Shri Narain Dass Kure is the brother of Nain Dass Kure, General Secretary, All India Satnami Maha Samiti. He is a student in Science College, Raipur (Ist Year Student). One Brahmin boy wanted his compartment in January 1968 which he refused to give. That Brahmin boy retorted by saying that 'you chamars are very proud these days and you people are taking loans from us which you never return.' He said that this was not the case. Actually the higher caste people were taking loan from the Satnamis. The Brahmin boy did not like these remarks and when Narain Dass came out of the Class he was picked up by four caste-Hindu boys and one boy tried to attack him with a knife. As the Scheduled caste boy was also healthy he did not allow himself to be attacked. But one boy hit him on the head with a stone and he was injured. He complained to the Principal, who said that he should go to the hotel room. When he was sleeping in his room he was again attacked by the same boys and was beaten severely. The Principal came and sent that boy to the hospital. He did not take any action against the offenders.

(l) The Scheduled Caste teachers in the Primary Schools in the villages of Bambhari Mondana and Imthana in Tikamgarh District are not allowed to sit on the Chairs.

(m) Shrimati Minimata, M.P., informed the Committee that in village Darwa, Police Station Arang, District Raipur, 9 or 8 Harijans were sent out of the village. The nephew of one of these ousted Harijans died and he came to the village. These Harijans were sitting together and taking food on the 'Pattals'. One Mr. Kumar Sharma came in a scooter and he spoiled the food of these Harijans with his shoes. The matter was reported to the Arang Police Station who were also shown the spoiled food but no action was taken.

(n) Shrimati Minimata informed the Committee that one Mr. Sithiarthi who is working as Electrical Supervisor in P & T Department, New Delhi, appeared in the competitive examination also but one caste-Hindu officer Mr. B. R. Sharma under whom he is working told him that he will not promote him even if he qualifies in the test. He has already represented this case to all the Ministers and other Scheduled Caste Associations. He is working as Electrical Engineer.

(o) Based on the news-paper reports facts were called from the Collector, Bilaspur, regarding communal riots which occurred in the month of January, 1968, in Mungeli Tehsil of Bilaspur. In the report which was received from the Collector, it was stated that there was a feeling of anger and fear among the caste-Hindus and Satnamis of the 15 villages. In order to control the situation in all the villages, Section 144 Cr. P.C. for 15 days was imposed. Police pickets were also posted in all the villages and the Collector and Superintendent of Police also visited the villages. They were informed that two Harijans were found dead in a field of Kodwa village. The two deceased and four ladies were going to Mungeli Hospital. Four persons of village Pokar allowed the ladies to go but prevented two Harijan gents and killed them. The investigation revealed that the assailants were old convicts and goondas. These persons were immediately arrested and the work of investigation machinery was set in motion. On hearing the news of riot on 20-1-1968 the S.P. went to Bagrakapa. He informed that about 1,000 caste-Hindus of adjoining villages had attacked the Satnamis and one old woman and two male Satnamis were killed and 20 were injured. The Police took action immediately and started rounding up of the culprits.

The history of the Tehsil reveals that there has been a constant trouble between the caste-Hindus and Satnamis in the social sphere and the litigation was also going on in the courts. Before the occurrence of the said incidents in August 1967, all of a

sudden the relations between the two became very much strained and the situation became explosive. The reason was that one Satnami informed Thakur Pokal Singh that for killing him he was offered Rs. 400. Instead of informing the Police, the Thakur threw a challenge. On hearing, the SDM and the Police reached the spot and 14 persons of that group were arrested under Cr. P.C. 107/117(3). Thereafter, some incidents occurred in the nearby areas and the police took appropriate action. In some villages where the situation was bad, Section 144 was imposed. After its expiry as a precautionary measure Police guards were posted. On 25-10-1967, the leaders of both groups, Shrimati Minimata and other important persons reached village, Linba; where leaders of both sides promised to maintain peace and both sides gave applications for filing of pending cases. Minor incidents were no doubt reported, but due to prompt action taken by the Police the situation was always under control.

On 14-1-1968 Thakur Pokal Singh, as usual arranged Ramayan attended by 1,000 persons in village Mungeli. The Satnamis took this Kirtan as provocation, but no complaint to this effect was lodged. On 19-1-68, 1,000 Satnamis attacked Thakur's house and the situation took a serious turn. After this incident the situation became so tense and alarming that but for the timely arrival of the Police re-inforcement the situation would have been uncontrolable, resulting in a number of killings. As a result of the Police action 249 persons were arrested.

Tamil Nadu

(a) It was reported by some villagers of Pagandai (Block Vikkiravandi) that Scheduled Castes are not allowed to wear chappals in the village while passing through caste-Hindu localities.

(b) Separate tumblers are used in tea-shops for serving tea/coffee to Scheduled Caste persons in village Euthiraikalmodi in Coimbatore District and the Scheduled Caste persons are required to wash them after use.

(c) On 16-11-1965 in village Villakkapuram near Madras town, it was observed that the Scheduled Castes are not allowed to enter the temple meant for caste-Hindus.

(d) In village Valarpuram, Panchayat Union Poondi, District Chingleput, barbers do not shave the Scheduled Castes.

(e) In a memorandum submitted by some Scheduled Castes and Scheduled Tribe persons of Perambalar Taluk, Tiruchirapalli District on 24-11-1966, it was reported that the Scheduled Castes are not allowed to use band in marriage processions.

(f) It was reported by a caste-Hindu that in village Thirumanikuzhia, Taluk Cuddalore District South Arcot, the Scheduled Castes are not allowed to use band take a dead body through a public road. This matter was reported to the Police as well as the District Welfare Officer and the Collector but no action has been taken for the last 7 years.

(g) Chairman visited village of Keelvenmani of Tanjore District on 1st January, 1969 along with District Welfare Officer and Tehsildar. One Mrs. Nagammal informed the Chairman that on the evening of 25th December, 1968, one Scheduled Caste man who is running a petty shop in the said village was attacked by caste-Hindus and he was taken by the caste-Hindus to their village and he was tied. After hearing this news the Scheduled Caste people went to the caste-Hindu locality and requested them to release him. On this, some heated words were exchanged between them, some Harijans were beaten and in this clash one caste-Hindu also died. The same day, *i.e.* 25th December, at 8-30 P.M. the village was surrounded by the caste-Hindus with guns and deadly weapons (Aruval, Velkambu and Sticks). The Scheduled Caste people were mercilessly beaten and they also set fire to 25 houses. Most of the Harijans were injured and 42 people both male and female including children died in this fire to a hut which was occupied by the victims due to fear. That lady also informed the Chairman that goondas and rowdies were brought in lorries and trucks by the caste-Hindus under the leadership of one Mr. Gopalakrishna Naidu, President, Paddy Produced Association.

One boy named Nandan also narrated the same story to the Chairman. This boy is studying in a high school in the 9th standard where the headmaster was not willing to give him science subject though the boy requested the headmaster for the same.

The said lady said that relationship between the Mirasdars and Scheduled Castes were not cordial for the last one year. People were also fined both by Mirasdars and the communists. Out of fear they had to pay a fine of Re. 1/- per house to both parties mentioned above.

After visiting this village the Chairman met the Governor on 3-1-1969 and informed him about this incident and told him that this was a planned one and people were attacked revengefully. He also told the Governor that all the political groups except communists were behind this plot.

(h) One Shri A. R. Emperumal in Madras was selected as one of the candidates in the Audition Test held on 29-8-1967. But he was never called for giving a programme in the AIR, Madras. According to him, this is a clear case of partiality and unsympathetic attitude on the part of the authorities in not giving him an opportunity to give his programme. This is all the more important when most of the Scheduled Castes are not coming forward to make use of such an opportunity which is due to their general backwardness.

(i) When one Shri P. Kallanai, Workshop Attendant in the ITI, Cuddalore, SA District was moving freely with the other clerks, he was called by the Principal and asked not to mingle with others because he belonged to an untouchable community. But when the said boy wanted to assert his rights, he was humiliated by the Principal who also abused him by calling him by his community name (Paraih). The matter was reported to the Collector, District Welfare Officer and the Director of Employment of the State Government. On the inability of the Government to take any action he went on fast before the Office of the ITI. When he became unconscious he was hospitalised. Due to intervention of the District authorities, the matter was compromised and he went to the office for work. But unfortunately he was removed from service. The complainant wrote to the Chief Minister regarding the case but no action has been taken.

(j) Dr. M. Chelliah S/o Shri P. K. Muthiah working as a Doctor in the Primary Health Centre, Santhamaran village, Sankaran Koil Taluk of Tirunelveli District told Chairman of the Committee on 26-12-1968 that he was slapped by the Police Sub-Inspector on 21-3-1968 for his refusal to give a false drunkenness certificates to 3 persons. He was asked by the Police to furnish the certificate without giving him any Memo Sheet. The Collector entrusted the work of enquiry into the case to the Superintendent of Police in the presence of the President of the Village Panchayat. The S. P. further instructed his Dy. to hold the enquiry. The enquiry was also conducted by the District Revenue Officer. The Collector was also satisfied with the enquiry results. But according to the complainant the Police Sub-Inspector was only transferred to his place of choice and he was not put under suspension. But as the change against him could not be substantiated by the Police authorities, the S.I. was first suspended and then reinstated. The Collector informed the Chairman that on the request of the State Government all the papers had been sent to them for detailed investigation.

(k) In Namili village, North Arcot District, five Matric and one P.U.C. student belonging to Scheduled Caste went to witness village drama on 19-10-1968 arranged by the caste-Hindus. They were asked by the caste-Hindus to sit at a separate place, on their refusal to do so, they were attacked and one boy received injuries. The next day when these students went to meet all the persons who had attacked them on the previous day. As a result, 10,000 caste-Hindus collected together and beat one lady aged 45 years. This lady is related to one of the students

under reference. She was made naked. The assailants damaged utensils and other properties of the Scheduled Castes residents of the villages. The Police came for enquiry but recorded the evidence of all except the lady who was made naked. The matter is now under investigation.

Maharashtra

(a) In village Kurhe in Bhusaval District which was awarded a prize of Rs. 500 for removal of Untouchability, the Scheduled Castes are denied the services of washermen and barbers. There are separate cremation grounds for caste-Hindus and the Scheduled Castes in the village.

(b) It was reported to the Committee that a Scheduled Caste person working as a clerk in the Office of the Block Development Officer, Manore (where Vinobaji was staying at the time of the visit of the Committee) was not allowed to stay in a house by removing the tin sheets of the roof by the caste-Hindus. The matter was reported to the police and the Sub-Inspector agreed with the facts of the case and promised to take necessary action.

(c) In village Gojre, Bhusaval District, the caste-Hindus wash their clothes on the parapet and the raised platform of the well meant for the Scheduled Castes and thus spoil the drinking water. The Scheduled Castes are not allowed to draw water from the public wells, from where the cast-Hindus draw. They are thus compelled to use water which is unhygienic.

(d) It was observed that in a temple, in Adul colony in Aurangabad District, there were two separate platforms—one for Scheduled Castes and the other for caste-Hindus to have *darshan* of deity. The Scheduled Castes are not allowed to have *darshan* from the platform meant for caste-Hindus.

(e) It was reported at Aurangabad that a Scheduled Caste teacher at Tulzapur in Osmanabad District was not allowed to teach the students in a public school.

(f) In the year 1966 one Scheduled Caste lady was made naked in village Sirasgaon. District Aurangabad and 3 persons—caste-Hindus raped her. We have already addressed the District Magistrate for the facts of the case and a reply is still awaited.

(g) In Wardha (Sewa-Gram) Scheduled Caste people cannot get the service of barbers and dhobis. The Chairman had a talk with Shri Ram Dass Gandhi also at Wardha. He was of the view that Scheduled Caste people should unite to fight this evil.

Mysore

(a) It was reported that in village Nandkudy. Scheduled Castes are not allowed to draw water from a public well. The caste-Hindus pour water in the pitchers of the Scheduled Castes.

(b) The Committee found that in Padwarahalli, in Mysore city, the Scheduled Castes wearing Chappals are not allowed to walk on a public road.

(c) It was reported by the students of Government Scheduled Castes Girls Hostel, Gulbarga that in Chankapur, Kondampali and Sulepet villages in Gulbarga District, the Scheduled Caste persons are not allowed to take marriage processions or go on horse-back through the streets which are inhabited by caste-Hindus.

(d) It was found in village Bableshwar, District Bijapur, that the Scheduled Castes are not allowed to enter the village temple.

(e) It was reported that in Bannur town in T. Narasipur Taluk, Mysore District, the Scheduled Castes are not allowed to enter the hotels except the one at the Bus stand.

(f) In Old Sosale, T. Narasipur Taluk, there is a separate Government Primary School for Scheduled Castes and there are several such schools in Old Mysore area.

(g) It was reported that in Rajeswar, Himnabad Taluk, Bidar District, a Scheduled Caste was refused service by a barber and was stabbed to death by the barber.

Orissa

(a) In Kuanlo village District Dhankanal, there are 2 tanks for irrigation purposes. One each of the tanks belongs to Scheduled Castes and caste-Hindus. Due to drought conditions in the year 1966, the caste-Hindus started taking water for irrigation purposes from the tank of the Scheduled Castes. They objected. They wanted to assert their rights and they told them that they can take water for drinking purposes and not for irrigation purposes. A quarrel took place and as a result one Scheduled Caste succumbed to injuries. The wife of the deceased was made naked and procession of her was taken. She was raped by 8 persons. When the enquiry was going on the brother of the deceased was also killed. This happened in the presence of the officers who were investigating into the earlier incidents. According to the Chief Minister, Orissa, the matter is receiving the attention of the Government.

(b) Some important persons of village Sabulpur District Cuttack arranged a party and collected funds from Scheduled Castes and non-Scheduled Castes. Among the prominent persons there was one Scheduled Caste man. When they sat for dinner, orthodox caste-Hindus objected to the participation of Scheduled Caste man in the dinner party. Whatever was served in his plate was snatched and he was driven out from the party.

(c) For the development of village Raghunathpur near Cuttack, people were collecting contributions from Scheduled Caste and non-Scheduled Caste people. The Scheduled Caste people requested them that they would give *Shramdan* (Labour) which caste-Hindus did not like. They were annoyed. They abused the Scheduled Caste people and set fire to their locality. The matter was brought to the notice of the Police and the Ministers including the Chief Minister for getting justice. But instead of getting justice and bringing the culprits to book, the matter was compromised by the Police.

(d) In the year 1966, Shri Bhubana Jena, MLA from Keojhar District narrated his own story of observance of untouchability as below: When he was a school master, he attended one drama in village Gopalpur. When the first drama was going on he took his seat on the chair by the side of the stage. The Caste Hindus of the village did not like his sitting over there. He was forcibly removed from the chair. He reported the matter to the police, but instead of taking action against the culprits the matter was amicably settled.

(e) It was brought to the notice of the Committee that in village Brahmgiri District Cuttack untouchability is being observed in all respects. They are not allowed to draw water from a public well. They are served tea in separate tumblers. The washermen and barbers do not serve them.

(f) Shri Vankia, barber, Tank street District Behrampur informed the Chairman that he would not serve the Scheduled Caste people as by doing so he will lose the patronage of the caste-Hindus.

(g) It was brought to the notice of the Committee by Shri G. C. Seth, Ex. M.L.A. co-opted members that one of his friends entered a temple in his own village in Puri District. This was objected by the Caste-Hindus and they approached his family members in his absence and threatened to set fire to his House. His wife however informed the police and when they were in the process of setting fire to the house police apprehended the culprits. Even today some sort of friction is going on between the Scheduled Castes and non-Scheduled Castes of that village.

(h) It was reported by Shri Avanta Mahapatra that at Bhanpur near Police Station the Scheduled Castes were to hold a meeting. The Tea Stall holder was requested to serve tea to the Scheduled Caste persons who had gathered there but unfortunately he refused to do. Shri Mohan Nayak, Ex. M.P. who also happened to be there went to the Police Station to lodge a complaint under the Untouchability (Offences) Act, 1955; but to his great surprise

the Assistant Sub-Inspector said that he could not register the case as he was not aware of the various provisions of U.O.A. This shows the apathy of ignorance of the Police Officers in understanding the problems of Scheduled Castes.

Punjab

(a) During the Committee's tour in the State of Punjab it was revealed in village Kunrau of Sangrur District all the higher castes do not accept the eatables from the Scheduled Castes. The Committee also observed that generally the Scheduled Castes were not allowed to draw water from the wells used by the higher castes. Physical touch was not however, regarded as polluting.

(b) At Jullundur it was pointed out to the Committee that on September, 1967 a Harijan daughter of Shri Sant Ram of Village Abadan Kotla, Jullundur District was kidnapped. The matter was reported to the Police but it did not take any action in the matter.

(c) It was also brought to the notice of the Committee at Jullundur that on 18th September, 1967 at Nurmahal, Police Station Sehbu-ki-Gaon, due to caste-prejudices two Scheduled Caste girls were assaulted and one was murdered. The Scheduled Castes alleged that the Police has not taken any action in this matter also.

(d) It was also brought to the notice of the Committee that one Mr. Malkiat Ram, a Harijan was going to the District Court, Jullundur to get his visa for some foreign journey and was kidnapped on the way and so far there was no trace of the Scheduled Caste boy. Shri Malkiat Ram was from village Jundiala. The matter was brought to the notice of the police who took no action.

(e) At village Banmajra Tehsil Samrala, District Ludhiana the Scheduled Caste residents of the village informed the Chairman that the Scheduled Castes were not allowed to use the Dharmashala and that last year once an attempt was made to lodge a marriage party of the Scheduled Castes for the night in the Dharamshala but it was dragged out by the caste-Hindus at midnight.

(f) At Jullundur Shri Mangat Ram, President Keshav Rajput Sabha informed the Committee that his son studying in Arya Kanya High School Basti Nau, Jullundur town is often detained by one of the school teacheress Smt. Krishna Devi for some of her domestic jobs. When the parents of the boy objected to it she abused the boy and his parents in the presence of other students by calling him by community name.

(g) Shri Kartar Singh S/o Shri Nathu, Caste Sansi informed the Committee that in village Chandumajra in Patiala District the Scheduled Castes are not allowed to draw water from the common wells.

(h) At Patiala Shri Charan Singh, Member Block Samiti informed the Committee that the practice of untouchability in one form or the other still exists in some of the villages namely Kharua, Kherari, Charuwala, Nandpur Keshav, Roorkee and the Scheduled Castes are also not allowed to keep their marriage parties in the common Dharamashala of these villages. They are also not allowed to draw water from the common wells.

(i) Shi Daljit Singh, President Depressed Classes League, Patiala informed the Committee that in some villages of the Patiala District the barbers and washermen hesitate to serve the Scheduled Castes and as such the practice of Untouchability is observed in this form.

(j) In Village Asalavtar in Pati Tehsil of Amritsar District the Committee observed that the Scheduled Castes are not allowed to draw water from the common wells. It was very peculiar thing that even in this border area this practice is still observed. Even after the Indo-Pakistan conflict this sort of practice is continuing in that area.

Rajasthan

(a) In Dhingesari village, Tehsil Nokha, District Bikaner one Shri Kesri Chand Barupal was not allowed to sit on the chair in the school. Not only that the boys of caste-Hindus also boycotted the school. Therefore the Head Master asked the teacher to mark his presence on the Attendance Register and go home.

Thereafter the teacher had to go back to the school from where he was transferred.

(b) In Bikaner town there is one Scheduled Caste Advocate who was prevented to take water from the pitcher after knowing his caste. He then represented to the Secretary Bar Association to take necessary action in the matter. On his failure to do anything he informally brought the matter to the notice of the magistrate who advised him not to create problem in the town.

(c) Shri Lal S/o Shri Nath Ram inmate of Scheduled Caste Hostel, Ajmer went to his village Khera Dhanti (Ajmer District) in 1965 after passing 10th class. One caste-Hindu teacher offered him seat on a cot kept in the village lane. One orthodox caste-Hindu objected to his sitting on the cot and slapped him. They boy complained to his father who admonished him for taking up the matter as it will create unnecessary tension and disturbance between the Scheduled Castes and caste-Hindus.

(d) When the Committee visited the Government Primary School in village Lopolsi District Nagour it was observed that in the Primary School one Asha Ram S/o Shri Mukta Mehtar was made to sit in a separate corner and was not allowed to sit alongwith other children.

(e) According to Shri Dharam Singh Sagar a Sch. Caste Research Scholar in the Public Administration Department of the University of Rajasthan, the Scheduled Caste people are still at the mercy of the caste-Hindus. Even educated Scheduled Caste people are not given equal status in the society. For instance one Shri Sham Singh Jatav IAS (Scheduled Caste) who was private secretary to the Dy. Minister Social Welfare, Government of Rajasthan was not given housing accommodation in caste-Hindu localities in Jaipur city and therefore he had to live in Bajaj Nagar, a Berwa (Scheduled Caste) colony in Jaipur city.

(f) The famous temple of Shri Nathji, Nathdwara, 31 miles away from Udaipur town is not open to the Scheduled Castes. The argument put forth by Shri Govind Lal Tilakayat of the temple is that this is purely a private temple of the Vaishnav sect and therefore the entry to Scheduled Castes is restricted. It is an undisputed fact that all Caste-Hindu other than Vaishnavas also frequently visit the temple for *Darshan* without any inhibition and if the Scheduled Castes visit the temple with their identity disclosed, they are not allowed to enter the temple. The State Government is fully seized of the matter but is not prepared to take any action against the temple authorities due to its political repurcussions. It may be interesting to mention that the Government of Rajasthan has constituted a Nathdwara Temple Board with the Mahant as its Chairman. There is no Scheduled Caste representative in the Board. The Executive Officer of the Board is a Senior Class I Officer of the Rajasthan Administrative Service drawing a basic pay of more than Rs. 1100/-. In order to look to the secular side of the temple affairs like proper maintenance of accounts etc. his post has been created. Even with this high level officer of the State Government in the Board it is not possible for the Scheduled Castes to enter the temple which is a public place of worship according to Supreme Court Judgement of 1963.

(g) Shri Chuni Lal MLA from Nokha constituency informed the Chairman that in the past 20 years the practice of untouchability has increased. The Scheduled Castes are still not allowed to enter the temples for worship and they can take water from the common wells in the villages. On 26-1-1956 he organised a campaign for removal of untouchability and the Scheduled Castes people who tried to take water from the common wells were beaten. He was also beaten alongwith his other family members. Police took no cognisance of the matter.

(h) In Jhanjanu village District Churu Shri Kalu Ram the brother of Shri Chuni Lal MLA was shot dead when he along with others attempted to draw water from the well. In this dispute so many Scheduled

Castes were injured by the Rajputs. Due to this harassment the Scheduled Caste people left the village and have taken shelter in Dhildesar. In Dhildesar the Scheduled Castes are in majority.

(i) A few months back in Amba Mata temple in Udaipur a Scheduled Caste boy was not allowed entry. The matter was reported to the police. But at the time of discussions with the Collector Udaipur existence of such a case was denied. However the Deputy S.P. who was also present at the meeting gave the details of the case and stated that the case challaned and is *sub judice* now.

(j) *According to* Amrit Lal Yadav *Minister* in the Government of Rajasthan, the Scheduled Caste people in the State are still not allowed entry *to temples for worship, they* cannot take water from common wells on equal footing and barbers do not serve them.

(k) Shri Ram Lal S/o Shri Hajari Lal inmate of the Govt. Hostel, Ajmer and of village Sargaon, District Ajmer informed that in the villages it is a custom that on Bhai Dhuj all the caste-Hindus collect and sit on the Chabutra (common place). But the Harijans are not allowed to sit on the Chabutra.

(l) Shri Paras Mal S/o Shri Ram Dev Raigar (Scheduled Caste) Srinagar at a distance of 17 K.Ms. from Ajmer town stated that on the Holi eve all the people would collect and dance at a particular place. The Harijans also collected and danced at a place in Srinagar in the year 1968. The place where the caste-Hindus were also dancing. As a result some people were injured. The matter was reported to the Police and a case was registered. The caste-Hindus of the village now want a compromise in the matter. Even otherwise there is tension in the village.

(m) Shri Ram Sarup S/o Shri Pratap Singh (Scheduled Caste) Bhagwan Ganj, Ajmer, told the Chairman during visit to Ajmer that he was employed as a Sainik in the Railway Protection Force in 1963—in the Railway Carriage Workshop. The Subedars and Havildars—all caste-Hindus prevented him from taking water from the common pitcher. He reported the matter to the Police. The interested party tried to hush up the case but due to vigilance shown by the complainant the case could not be dropped. Ultimately the Court acquitted the two accused namely Subedar Dhani Ram and Havildar Mul Chand for want of evidence.

(n) Shri Charan Dass Chamaria (Bhangi community), Lohagarh Road, Ajmer stated before the Committee *that the temple of* Rama Venkateswar at Pushkar was not open to Harijans. This temple belongs to one Bangar Seth. He said that he requested this *Seth that when he was allowing all* caste-Hindu people to enter the temple why he was not allowing these Scheduled Castes. He said that he also requested in writing to the Bangar Seth two years ago to allow the Scheduled Caste people entry in the temple and a copy of this was also sent to Shri Jagjiwan Ram, Minister in the Government of India and other Ministers of the State Government and thereupon the Seth sent some of his representatives to Pushkar to have a talk on the subject with Shri Chamaria. Even they were not willing to throw open the temple to Bhangis. As a *via media* they said the Seth is, however, prepared to give them a piece of land where they can construct a separate temple. This is the attitude of the Seth. They stated that this was his private property and he won't allow entry to Scheduled Castes. Shri Charan Dass stated that he was offered Rs. 30 to 40 thousands as a bribe so that he should not raise the issue again, but he refused this offer. The Chairman also enquired the position during his visit to the temple also from the Pujaris who said the Scheduled Castes were not allowed entry into the above temple.

Uttar Pradesh

(a) In the Hostels attached to Government Queen's College, Banaras, Government College, Agra, Government *Agricultural College*, Kanpur, Madan Mohan Malviya Hostel (Allahabad University) etc. the Scheduled Castes inmates are not

allowed to dine in the common mess. They have, therefore, either to make separate arrangement by engaging Scheduled Caste cooks or to take meals outside. In case of Queen's College Hostel the caste-Hindu students refused to dine with the 'Chamar' students. So far as the Madan Mohan Malviya Hostel is concerned one Scheduled Caste student who wanted to dine with the caste-Hindu students in the common mess was physically pushed out and he had to make his own arrangements. The matter was brought to the notice of the Vice-Chancellor by Shri Srivastava District Welfare Officer in the year 1968 and the Vice-Chancellor informed him that the matter will be placed before the Executive Committee and only then some thing concrete can be said. A deputation of the Scheduled Castes boys also met the Vice-Chancellor in September 1968 who gave them the same reply.

(b) In the year 1966 a marriage procession of Scheduled Castes was not allowed to pass by a public road from Deoria to Narsing town at a distance of 16 miles from Gorkhpur. It was intimated to the District Magistrate by the parents of the bridegroom that they should be given necessary protection to take out the procession but it was not done. When the procession was taken the Scheduled Caste people were beaten by the caste-Hindus. They were also not allowed to use Doli. The Police then rounded up some culprits and put them behind the bars.

(c) One Shri Ram Asrey of Katari village, (Banaras) a student of 6th class in Zila Parishad School Chaulapur Block, District Banaras informed the Committee that he could not by himself take water from the common pot for drinking purposes. Water is poured to him by the caste-Hindus children.

(d) One Scheduled Caste inmate of a hostel in Allahabad hung a portrait of Baba Saheb Dr. B. R. Ambedkar in his room. The caste-Hindus inmates of the hostel asked him to remove the portrait which he refused to do. The enraged caste-Hindu students beat the Scheduled Caste inmate. The matter was reported to the warden who requested the boys to compromise.

(e) In Beharu village Police Station Atara District Banda, one Scheduled Caste boy was arrested by the Police as a result of a false complaint lodged by a Thakur of the village. While he was in police custody the Thakur entered the police station, removed the eyes of the said boy and then shot him dead. The attention of the Home Secretary, U.P. Government was also drawn to this case who also agreed to what had happened and stated that the Government was taking suitable action in the matter.

(f) A news item appeared in the Times of India dated the 18th November, 1967 about the murder of a Scheduled Caste student in an Aligarh College. For making a spot enquiry the Chairman of this Committee visited Aligarh on 24-1-1968 and had discussions with the Police officials and others. He was informed that one Shri Om Prakash (Scheduled Caste) Neta, a student of Hiral Lal Baranasi Inter College, Aligarh being intelligent was selected as Senior Proctorial Monitor of the College. The non-Scheduled Caste students did not like the elevation of a Scheduled Caste boy to a higher status. They, therefore, used coercive methods first to intimidate the above student to abdicate the above status and on his refusal to do so he was chased and stabbed on the principal's table.

(g) It is informed to the Committee that in 1958 a marriage party had gone to Bawara village, District Fatehpur and some of the members of this party were sitting on cots in the open. So caste-Hindus threatened the marriage party not to sit on cots in open space and in case if they want to sit on the cots, they can do so inside the house. That shows that Scheduled Caste people are not allowed to sit on the cots.

(h) One Shri Ram Gulam of Niholi village, Tehsil Akbarpur District Kanpur stated that his son was studying in the Inter College Akbarpur which is at a distance of about 8 miles from his village. His son was not allowed by the Thakurs

to ride a bicycle in November 1968. The matter was verified from Police who accepted the position and the matter was under investigation.

(i) One Police Inspector was not allowed by the caste-Hindu Police personnel to prepare his meals in a police station in a village in Lucknow District.

(j) In order to assert their rights in the villages the Scheduled Caste people have to face so many difficulties. An example to this effect was given by Shri R. V. Ram, Assistant Employment Officer, Gorakhpur. According to him when one Scheduled Caste girl of Tulsi Sagar village, District Ghazipur, tried to draw water from a caste-Hindu well she was beaten by caste-Hindus. The Police refused to register the case.

(k) The 15 Scheduled Caste trainees getting BTC training in the Government Normal School Gabhana, District Aligarh informed the Chairman during his tour of Aligarh in January 1968 that they cannot take meals in the mess attached to the hostel. They have to take their meals outside the kitchen as only the caste-Hindu trainees can enter the kitchen for taking meals. Now in a representation received from the said Scheduled Caste trainees by the Committee in January 1969 it is reported that a camp was organised by the school in village Bazhara sometime back. In the matter of taking meals, the same treatment was metedout to them. When the matter was brought to the Camp Supdt. by the Scheduled Caste boys, he charged them with indiscipline and ordered them to apologize for this sort of misbehaviour.

(l) One Scheduled Caste Government employee informed the Committee that he belonged to village Thaska, Police Station Badgaon, Tehsil Deoband, District Saharanpur. He said that the Harijans of this village wanted to get some unfertilised land allotted in their name and for this they collected Rs. 10/- from each Harijan. But the Rajputs of that village did not want that the Harijans to be the owners of land. They want that these Harijans should always be dependents of these higher caste people.

(m) One Shri Prem Chand (Scheduled Caste) of District Saharanpur told the Committee that he owned a tea stall at Jawalapur Railway Station, but the caste-Hindus who knew his community were not coming forward to take tea at his stall.

(n) According to Shri Dal Chand Chhajar (Balmiki), General Secretary, Uttar Pradesh Safai Mazdoor Sangh, one marriage party of Balmikis came to Hardwar on 11-5-1961. One of the Balmikis of the Marriage party went to a caste-Hindu shop and asked for a glass of *lassi*. He was served lassi in an earthen pot while the caste-Hindus were being served in tumblers. Thereupon the Balmiki gentleman protested because it was a clear case of untouchability. The case was therefore reported to the police against the shop-keeper. Since the police did not take any action in the matter the case had to be compromised.

(o) Shri Moti Ram Scheduled Caste Advocate of Kanpur informed the Committee that the Police officers do not know about the existence of Untouchability (Offences) Act, 1955. In this connection the name of one S.H.O. incharge of Bhoginipur Police Station was mentioned.

(p) The District Magistrate Moradabad was requested in February, 1968 to furnish the facts of the case regarding the beating of a Jatav constable Trainee by an Instructor of Police Training College, Moradabad. Inspite of repeated reminders no reply was received in this office. The Chairman then personally visited Moradabad on 23rd February, 1968 to find out the facts of the case. The Reserve Inspector of the Recruits Training School where the Scheduled Caste boy was getting training informed the Chairman that it was not a case of untouchability. According to him the complainant was one of the five trainees caught red handed at Railway Station Moradabad for leaving the School without permission to go for *Ganga-Ashnan*. As a punishment they were asked to run from

the Railway Station to school premises which they did and in this process the Jatava boy fell down and complained of pain in shoulders. He was hospitalised for some days and his brother who is associated with the Republican Party of India came to see him in the Police Hospital and sent false reports to Press in the first instance. But subsequently he came to the school and disassociated himself from his earlier statement. In order to corroborate the above a letter was written in Hindi to the brother of the Scheduled Caste trainee on instructions from Chairman. The former alleged in that letter that it was a clear case of harassment and untouchability as the caste-Hindu did not tolerate the entry of Scheduled Castes in Police.

(q) In the country side of Uttar Pradesh Scheduled Castes can fetch water from the distant wells. According to the gentleman forced labour was being taken by Shri Ilas a Muslim gentleman of Haridi village of Allahabad District from Shri Ram Avtar Scheduled Caste.

(r) According to Shri Mewa Lal Chamar of Chandupur untouchability is practised with Scheduled Castes in villages. His village is in Chail Block. The well water from where the Scheduled Caste people take water is not good. There is a separate cremation ground for Chamars, Bannias and Thakurs. Daily wage is Re. 1/- for males and 75 P. for females.

West Bengal

(a) According to Shri Yogesh Biswas, General Secretary, West Bengal Depressed Classes League, the Scheduled Caste Government employees are not in a position to get a house on rent. In a hotel in Chempadani, District Hooghly, a Scheduled Caste person was staying and he was being served by the owner. As soon as it was known that the said person belonged to Namasudra community he was man-handled and insulted. The matter was taken up with the Police but the Police took no action. But as soon as the hotel owner knew that it was an offence under the U.O.A. he approached the social workers and the matter was amicably settled.

(b) One Shri Goloke Bauri, Member Scheduled Caste Welfare Board of Village Karkota, District Bankura, told the Committee that Bauris, Doms, Bagris and Boaris in Lakhampur, Sultra, Police Station Chheba, village Susunia, etc. are not served tea in cups. They are asked to bring their own utensils or to clean the glasses provided by the tea stall owners by themselves.

(c) The Scheduled Castes cannot perform puja directly. They have to give money to the shopkeeper for *Prasad*. Pujaris don't accept offerings from the Scheduled Castes directly.

(d) Several complaints were received by the Committee of observance of untouchability. Even after invitation they attend public functions they are illtreated, made to sit separate and insulted.

Delhi

(a) The Scheduled Castes are not allowed to enter a Community Centre which was opened by Mahatma Gandhi in Samalkha village. The barbers also do not render their services to the Scheduled Castes in the village.

(b) It was reported that even in the city of Delhi, a Scheduled Caste person was not allowed to take water from a well commonly used by caste-Hindus.

(c) In village Lampur, Alipur Block, the Scheduled Castes do not have free access to public wells and are not allowed to draw water therefrom.

(d) In Wazidpur village which is situated at a distance of about 13 miles from Delhi a Harijan lady was convicted and fined Rs. 1.25 by the Village Panchayat because she had walked over the village field against the wishes of her high caste neighbours. This decision of the Panchayat was not unanimous. The Village Pradhan Shri Fateh Singh a caste-Hindu opposed this decision but his colleagues on the "Bunch" brandished sticks and silenced all opposition. This happened in August 1967. A few days prior to this happening the Panchayat had announced in the village by the beat of drum that no

Harijan should walk over the fields, including the common land. The Harijans also were forbidden to go to the fields for easing themselves. The worst was that they were asked not to go near 5 of the 8 wells in the village which has about 50% Harijans among its population of 1200. In fact the tension in the village resulted from an incident when somebody threw garbage in the Harijan well. So 2 Harijan went for taking water in pitchers from the well but they were not allowed to reach near the well. Some people, one of them said to be a member of the Panchayat, broke their pitchers and threatened them with dire consequences. The Harijans, therefore, started bringing water from a well away from the villages. Later on the Sarpanch, however, had the water of the spoilt well drawn and cleaned. The Harijans started using the water of that well. But the Panchayat leaders won't hear. They decided for a complete boycott of the Harijans and announced their Nadirshahi orders. Later on 24th August, 1967 the Delhi Police, Narela Police State registered a case under the Untouchability (Offences) Act, 1955 against 11 residents of the village. No arrest has so far been made. The case is lying pending in a court of law in Delhi.

Goa

(a) There are mainly 3 prominent communities among the Scheduled Castes in Goa, *viz.* Chambhara, the Mahars and Bhangis are subjected to several disabilities *viz.,* (i) allowed to draw water from village wells, (ii) served by dhobis, barbers and tea shops in rural areas and (iii) permitted entry into the temples. Incidentally, it may be mentioned that no case has so far been registered under the Untouchability (Offences) Act, 1955, in the Union Territory since 26th January, 1963 when this Act was extended to this Union Territory.

(b) In almost all the places in the country-side the untouchability is observed in one form or the other. The Committee was informed that in the villages of Parnem, Mandre, Parmal, Morji, Palyen, it is observed very strictly. At Bicholim the Scheduled Castes who were interviewed by the Committee informed that in almost all the villages of the Union Territory the barbers belonging to the same village do not serve the Scheduled Castes of the same village. However, the barbers from other villages not knowing the caste serve the Scheduled Castes. Same is in case in regard to the washermen. This practice is also observed in the villages like Norvay and Mahay which are at a distance of about 67 miles from Panjim, now Panaji.

(c) It is an admitted fact that the Scheduled Castes in the Union Territory of Goa, are not allowed to go into the temples for worship. Generally they are not allowed upto a certain limit. In Mangeshi Temple once the Scheduled Castes went in a group and arranged their entry but after that they were prevented from entering the Temple. In Mapsa also the Scheduled Castes are not allowed to enter a temple. It was also ascertained that in Bhagwati temple in a Mandre and Nagesh temple Pondy not only the Scheduled Castes, are not allowed to go in the temple for *Darshan*. This version was also confirmed by Shri Yashwant Vaze, a Pujari of Nagesh temple.

(d) It was also observed that the Scheduled Castes are not allowed to draw drinking water even from common well, particularly in Kharki Thana and Satarai. It was also noticed that in hotels at some places the Scheduled Castes are served tea only in cups etc. brought by them.

(e) Throughout the Union Territory there are almost separate burial grounds for the Scheduled Castes and the Union Territory Administration has already admitted this fact.

Himachal Pradesh

(a) It was reported that in Nandkheri Village, a marriage procession of Scheduled Castes with the bridegroom riding on a horse, was not allowed to pass through a public street.

(b) In a meeting with the Harijan Welfare Advisory Board, held on 18th October 1966 at Simla, it was reported that in a village, Bhangratu in Mandi District, a Scheduled Caste woman was severely injured by a Rajput while she was taking water from the 'Bouli' (water tank). As a result of the injury the woman died. It was also reported that the police was not ready to record the report. The husband of the woman had to wait at the Police Station for the whole day, but no action was taken till then and the case was pending at the Police Station.

(c) It was reported by a member of the State Harijan Welfare Advisory Board that in the interior of Chachiot Tehsil of Mandi District Scheduled Castes are even not allowed to touch the house of caste-Hindu. If one does, one is made to pay a fine of a he-goat. This was confirmed by a State Minister.

Pondicherry

(a) At Karaikkal it was reported by some Scheduled Caste villages that:

(i) the Scheduled Castes are not allowed to enter tea shops and

(ii) in hotels/tea shops, the Scheduled Castes are served in separate utensils and are asked to wash them after necessary use.

(b) The Temples are not open to the Scheduled Caste people for worship in the entire Union Territory except Pondicherry town.

It would be seen that at several places throughout the country the Scheduled Caste people are harassed by the caste-Hindus in the villages and many times they are driven out from the villages by burning out their huts. The Committee has, therefore, recommended for separate resettlements for Scheduled Castes in Part II dealing with economic uplift.

SOME IMPORTANT CASES/EVENTS ARE ALSO MENTIONED BELOW

General

(a) The Committee found during tours that all Scheduled Castes who got themselves converted to religions other than Hinduism should be given all concessions which are available to Scheduled Castes. This is because the Committee found during tours that they suffer from the same disabilities which the Scheduled Caste suffer.

Andhra Pradesh

(b) Arunthuthi w/o Shri Vashishta was from a cobbler community. Recently in a film shown in Andhra Pradesh, she was shown as a Brahmin. Legislators of Andhra Pradesh and some people started an agitation, which attracted the attention of the Government. As a result of this the screening of the film was stopped.

Madhya Pradesh

(c) Guru Kasi Dass (Sathnami) was a leader of the Scheduled Castes, 80 years back. He preached that God is one and in the form of 'Joti' *i.e.* light Distinction is the creation of caste-Hindus. Assert your right. In Madhya Pradesh, this community is of a assertive type, that is the reason there is always some sort of trouble. Smt. Mini Mata, M.P., also supported the above views.

Madras: Tamil Nadu

(d) Poet Thiru Velluvar and his sister Poetess Oovai born to Bhagvan and Addi wrote two books in Tamil *viz.* 'Attichoodi' and Thirukural. They were from the Scheduled Caste community. Recently in Tamil Nadu, the caste-Hindus are twisting the facts by saying that they both belonged to caste-Hindus, as according to them it is not expected from the Scheduled Caste community to produce poets and poetess of such a great calibre.

West Begal

(e) There are two sub-divisions of the Bankura District (i) Sadar; & (ii) Bishnupur. A very large proportion of the population consists of tribals and Scheduled Castes like Bagris, Bauris. Bagris worship Shiva, Vishnu, Dharmraj, Durga, etc. The Bagris are said to be the original inhabitants of Cooch Behar and the off springs of Shiva & Parvathi. The Hambir King of that area belonged to the untouchable community.

CHAPTER IV

ROLE OF NON-OFFICIAL ORGANISATIONS IN THE REMOVAL OF UNTOUCHABILITY

IV.1. It is often recognised that attempts made to remove untouchability will only touch the periphery of the problem unless it is aimed at the hearts of men, for casteism and the notion of untouchability, like the cause of war is borne in the minds of men. Hence it follows that legislation or any other mechanism should always be supplemented by persuasive efforts in touching the inner main springs of man's behaviour. When we look at it as an attempt to persuade the inner main springs of man's behaviour the question involved is basically a change of heart, not of professions alone, of change in attitudes deep-rooted and embeded in the minds of people from generation to generation. The problem of effecting a change in the perceptual and cognitive organisations of men, or in other words effecting a perceptual and cognitive reorganisation of men, has been put to scientific analysis many a time to find specific answers. There are fair amount of evidence, based upon experiments and investigations to permit certain generalisations on the question of the formation and change of attitudes of men. Any suggestion for remedial changes in attitudes must invariably take the findings of the studies on attitude change also into account.

IV.2. There are essentially two basic considerations which demand the participation of non-official organisations in the social welfare programmes of the country. Firstly in a democratic form of Government, increasing participation of the people in the welfare programmes is essential for the succcess of any scheme. Secondly, it is felt that these organisations reflect the actual needs and desire of the society for reformation and change. Besides, it is also conceded that the coercive methods of law should always be buttressed by the persuasive methods of 'slow mass education' or propaganda, and the non-official organisations could play effective role in this sphere and could contribute substantially in our efforts for the removal of untouchability. But we have to say ruefully that the results of voluntary effort have not been commensurate with the encouragement and attention paid to them so far. It was observed by us that most of the non-official organisations have not emerged strong enough to work independently. In many an occasion the voluntary agencies working for the removal of untouchability are ineffective and most of them appeared to us as subordinate offices of Government Departments. It is, therefore, inevitable that official agencies should also be more effectively associated with all the programmes for the removal of untouchability.

Policy of Centre towards Voluntary Agencies working for the removal of untouchbility.

IV.3. It is generally felt that publicity and propaganda can be more effectively carried out through non-official agencies than through Government agencies. During the past years the principle kept in view by the Centre was that good voluntary Organisations should not only be liberally assisted but consciously built up. The broad principles followed hitherto by the Centre as far as grants-in-aid are concerned, are as follows :—

(a) The organisation should itself contribute between 10—20 per cent of the total expenditure as its share.

(b) The organisation should be of all-India character i.e., its work should extend to more than one State.

(c) The organisation should not accept assistance for the same institution, centre or state/from more than one source.

(d) There should not be any profit-motive.

IV.4. A comprehensive review, of course, reveals that there had been, in practice, some departures from the principles stated above. Though the Government more or less strictly adhered to the first principle, recently it was felt that the requirement that an organisation should be of all-India character in order that it may qualify for direct assistance is likely to exclude small organisations doing excellent work in

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interior areas. The procedure followed by the Centre as regards the sanction of grants-in-aid is concerned has not however changed in accordance with this change in policy. The Commissioner for Scheduled Castes and Scheduled Tribes recognising the need for change recommended that "The Government of India should take an early decision in regard to the issuing of non-lapsable sanctions to the Voluntary Agencies, getting grants from Ministry of Home Affairs". The then Department of Social Security, however, felt that "it would be more convenient particularly from the point of view of budgetting to continue the present practice". The Department was also of the view that "no particular hardship is being experienced by the organisations which are well established and which are through and punctual in the maintenance and submission of accounts".[1] *However, in view of the change in policy which envisages to encourage more and more small voluntary organisations working in limited fields and regions it is felt that the attitude indicated above should have changed. But we observe that even now the voluntary agencies are required to surrender the regions it is felt that the attitude indicated above should have changed. But we observe that even now the voluntary agencies are required to surrender the unspent balance at the end of every financial year. Though well established and widely organised agencies could afford to bear this burden as a necessary evil, the present practice has resulted in bottlenecks resulting in retarded growth of small organisations working in limited regions. It is also felt that, as far as the sanctioning of grants-in-aid to non-official agencies is concerned the existing method and approach should change. A far wider outlook and more bold and experimental approach to the whole issue should guide the Department of Social Welfare in giving such grants-in-aid.*

Non-official organisations receiving grants-in-aid from the Centre for the removal of untouchability.

IV-5. There are at present seven all-India organisation receiving grants-in-aid from Centre who have removal of untouchability as one of the main programmes of action. Besides five organisation[2] of local character were also sanctioned grants by the Government of India for specific schemes during 1964-65. A statement showing the extent of grants-in-aid received by All-India organisations is given at Annexure I. It is observed that during the first two plan periods roughly a sum of Rs. 35 lakhs was sanctioned by the Centre and of this roughly 29 lakhs was spent by these organisations. The amount sanctioned during the third plan period was roughly Rs. 40 lakhs.

IV.6. With a view to study and evaluate the working of non-official organisations working at various levels we have addressed all the seven voluntary organisations working for the welfare of Scheduled Castes. Only two all-India organisations have furnished the nature and quantum of work done by them for the removal of untouchability. The work done by these organisations is evaluated below:

Harijan Sevak Sangh: The organisation came into being in the year 1932 with the blessing of Gandhiji and for about two decades it saw the devoted service of Shri A. V. Thakkar Bapa as its Secretary. The Sangh deserves special mention as the organisation which initiated organised efforts in the field of Harijan Welfare. To put it in the words of the organisation itself "the Sangh aims at eradication of untouchability by truthful and non-violent means". The Sangh has its State Branches in all the States except Nagaland and Jammu & Kashmir and in three Union Territories, Tripura, Delhi and Himachal Pradesh.

IV.7. The schemes undertaken presently by the Sangh[3] for the removal of untouchability are mainly the following:

(i) *Propaganda and publicity for the removal of Untouchability in selected areas for intensive work (An intensive areas usually covers 20-25 villages).*

The method employed by these pracharaks, known as Intensive pracharaks, are (a) Arranging public meetings (b) Holding conferences (c) Conducting Seminars (d) Distributing anti-untouchability literatures (e) Undertaking Pad-Yatras (f) Showing Films in mobile vans and (g) running Sanskara Kendras and Balwadis.

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(1) Department of Social Security, Govt. of India "Statement of action taken on the Recommendations made by th Commissioner for Sch. Castes & Sch. Tribes in his eleventh Annual Report for the year 1961-62". P. 84.

(2) (i) Kumar Ashram, Meerut (U.P.); (ii) Depressed Class Mission Society of India, Bombay (Maharashtra), (iii) Thakkar Bappa Ahram, (Orissa), (iv) S. S. Mandal (Bihar) and (v) Harijan Ashram Sabarmati (Gujarat).

(3) Annual Report of the Harijan Sevak Sangh (Kingsway, New Delhi) 1964-65; p. 13.

IV.8. Intensive propaganda in selected Areas is carried out by the Sangh mainly through grants-in-aid received either from Centre or State Governments. The intensive pracharaks employed by Sangh are either paid by Centre or by the State Governments. The scheme was first started in the year 1953 by the Sangh as desired by the Central Government. It is noted that the intensive work has shown a gradual decline and has reached the lowest in 1965; when only 76 centrally paid workers and 201 paid by the State are working in intensive fields. It is also observed that it is the States of Maharashtra, Gujarat and Madhya Pradesh that the most intensive work is done by these Pracharaks under the Sangh. This is mostly because of the favourable attitude of the respective State Governments towards intensive pracharak work done by Voluntary Organisations. It may be pointed out that in these States there are also a considerable number of Centrally paid workers. *It will be advisable if these Centrally paid workers are concentrated in States where the State Government do not favour the idea of Voluntary Organisations doing the Pracharak work.*

IV.9. During the tour in various States a complaint often levelled against the Sangh may be pointed out here. It was pointed out by many that the Sangh has employed very few, if not any, Scheduled Castes as Pracharaks. The Sangh could not furnish us the Caste-wise break up of the Pracharaks employed by them and hence it is not possible for the Committee to assess the truth of the statements. Though employment of only Scheduled Caste persons as pracharaks can never be recommended as a salutory principle, *it may be suggested that Voluntary Organisations working in the field of propaganda should try its level best to avoid criticisms of this kind being levelled against them.*

(ii) *Audio-Visual Methods and Propaganda*

IV.10. The Sangh has Cinema Vans which cover the entire country. Four Vans, acquired under Central Government Scheme, operate from Ahmedabad, Tamil Nadu and Delhi and the Headquarters. The other four, were acquired under State Government Scheme and operate in Rajasthan, Madhya Pradesh, Andhra and Bihar States. These vans fitted with projectors cover the whole country.

IV.11. *Iswar Saran Ashram, Allahabad*: In the wake of the epic fast by Gandhiji, Munshi Iswar Saran, an advocate of the Allahabad High Court founded the Ashram under the Allahabad Harijan Sevak Sangh and was named Harijan Ashram. In the Year 1956 the Ashram was renamed as Iswar Saran Ashram in grateful recognition of Munshi Iswar Saran who devoted the major part of his life to the cause of anti-untouchability drive and service of Harijans. The propaganda work carried out by the Ashram today is two-fold (i) work against caste-Hindus against old prejudices (ii) work among Harijans to improve their moral and material well-being. The Ashram people go round rural areas carrying the message of the Father of the Nation against the evil of untouchability. The Ashram is doing work for the removal of untouchability and for the educational advancement of Scheduled Castes. The Ashram is running hostels and 4 educational institutions for Scheduled Caste boys and girls. The Ashram's Gandhi Sahitya Bhawan Public Library contains about 8,000 books. The Ashram has also organised a Family Planing Centre. The Ashram is doing propaganda work for the removal of untouchability by means of Films, loudspeakers, etc. Every year during 'Magh Mela' for one month, the ashram organises a camp for doing the propaganda work for the removal of untouchability. The ashram publishes a monthly magazine 'Ashram Sandesh' every month. Prayers are conducted in memory of Mahatma Gandhi and the founder of the Ashram on Gandhi Jayanti and Sansthpali Jayanti on the two main festivals of the year and on the first Friday of every month.

Other Organisations

IV.12. The Bharatiya Depressed Classes League has its branches in all States except Nagaland and Union Territories except Laccadive, Andaman Nicobar and Dadra Nagar Haveli. In the regions where they have branches, the work is carried out mainly through pracharaks and mobile publicity units equipped with audio-visual instruments. The Depressed Classes League also organises public meetings and social gatherings. There are 50 pracharaks under the League working in different regions. These Pracharaks are being paid by the Central Government through the League.

The Bharat Dalit Sevak Sangh was also being given grants for propoganda work for the removal of untouchability. But it is understood that this agency has now *stopped functioning.*

We are really very sorry to read the reports of the organisations getting grants from the Government of India which are unsatisfactory. However, same work is being done by the Harijan Sevak Sangh but that is not to our entire satisfaction as compared

with the grants given to the organisation. Grants given were not fully spent. In support of this we are enclosing herewith the statement of allocations and expenditure (Annexure I) which goes to prove that the Government was giving them grants which were not fully utilised by them. As far as the question of removal of untouchability is concerned we are sorry to say that nothing was done by these organisations.

Non-official organisations working at local level

IV.13. So far as Non-official and Voluntary Organisation of local character are concerned most of them (77.8%) are dependent on Government aid, and those who do not get Government aid have not undertaken any specific schemes for the removal of untouchability. The Committee during the course of its tours also failed to find any organisation doing constructive work for the removal of untouchability on their own without grants-in-aid from Government. In this context it is pertinent to ask "Do all the State and Union Territory Government/ Administrations encourage Voluntary Orgasations"? An analysis of the replies received from various quarters reveal that based on the attitude towards non-official Agencies working for the removal of untouchability the State/Union Territory Government Administrations can be classified into various categories (*See* Annexures II and III). It is noted that while the States of Bihar, Gujarat, Tamil Nadu, Maharashtra, Orissa and Rajasthan feel that the Voluntary Organisations have a very important role to play in the removal of untouchability, the States of Andhra Pradesh, Jammu & Kashmir and Pondiherry feel exactly the opposite. The States of Assam, Kerala, Madhya Pradesh, Mysore, Uttar Pradesh and the Union Territory Administrations of Delhi, Manipur, Tripura, Himachal Pradesh and Goa, Daman and Diu feel that Voluntary Organisations have only a limited role in the removal of untouchability. Hence in these States Voluntary Organisations are encouraged only in some of the fields of work and the extent of aid is also limited. The States of Punjab, West Bengal, Nagaland and Union Territory of Laccadives and Minicoy feel that untouchability is not a problem in their area and hence Voluntary Organisations have no role to play and no scope for work against untouchability. It should also be pointed out that only two States, *viz.* Tamil Nadu and Orissa feel that "the existing agencies may be allowed to work independently with its own plans and programmes within their resources and the Government control should be only to the extent of checking whether they have used the grants given to them honestly." The arguments put forth by the Government of Orissa and Tamil Nadu do not appear to be reasonable. When they want to receive Government grants they must abide by the conditions laid down by the Central Government.

IV.14. It is very unfortunate to mention that during the tour of the Punjab State, Scheduled Caste people represented to the Committee members that they were not permitted to take water from a common well. It was also reported that even among Sikhs, the Mazahabi Sikhs (a Scheduled Caste community) are not allowed to take water from a common well. The Committee strongly feels that the Pracharaks should pay greater attention to this aspect of the problem so that the Scheduled Caste persons can have access to all sources of drinking water without any inhibition.

Role of Universities

IV.15. We have addressed 33 out of 70 universities (list enclosed as Annexure IV) to find out whether any research studies have been conducted by the Anthropology/ Sociology Department of the Universities on the problem of Scheduled Castes and their welfare. Of the 24 universities who have replied to our querries only eleven have undertaken any such studies. It is noted that though twenty studies have been undertaken so far none of them have gone into the problem of untouchability and its removal. It is thus abundantly clear that a very significant field of research is being ignored by the concerned Departments of our Universities. That foreign scholars and Institutions have found this significant field of study today is worth pointing out here. *In order to encourage researches, in this field, to be undertaken by our universities it is recommended that the University Grants Commission should declare at least two Junior Research Scholarships for a period of two years to be awarded to scholars, selected from disciplines like Anthropology, Sociology, Law... ets.*

Role of News papers & Journals

IV.16. It is often taken for granted that the newspapers and journals of the country play the most significant role in mobilising the public opinion towards a favourable direction. Almost all the States who have replied to our querries have intimated that the newspapers and journals play a most significant role in mobilising the public

opinion against the practice of untouchability. However, an instance brought to our notice during our tour in Madhya Pradesh is worth mentioning here. A film entitled "Kahi Debe Sandesh" the first film to be produced in Chhatisgarh dialect was released for commercial exhibition at Durg. As the plot of the film narrated the love episode of a Harijan boy with a Chhatisgari Brahmin girl, eventually ending in marriage, the Chhatisgari Brahmin Samaj deplored the film and made an appeal for its boycott. The local Vernacular press, without exception, gave a good deal of publicity to this patently conservative move of the Samaj and hardly anything criticising or discouraging. This apparently damaging attitude was seen in the press. Eventually the film was reported to have been withdrawn from circulation for recasting. We, therefore, regret to say that the newspapers were not taking keen interest in the problems of Scheduled Castes till some time back. But during the past 2 years the position appears to have titled in favour of Scheduled Castes. *We strongly feel that the journalists who feel the newspapers should treat this problem as a National problem. Effective check to any such attempts is an urgent necessity, for even stray instances of negative publicity could nullify a whole series of conscious and painstaking attempts made to fight untouchability and catesism.*

CHAPTER V

ROLE OF OFFICIAL ORGANISATIONS IN THE REMOVAL OF UNTOUCHABILITY

V.1. As the problem of the removal of untouchability emerges significant from the point of view of national solidarity and National-integration of the country the role of official organisations in any determined efforts for its eradication attains increasing proportions. To usher in the process of regeneration, integration and consolidation, special efforts and sincere approach to the problem by official organisations at all the level is inevitable.

The role of the Centre

At present only two Ministries at the Centre—the Department of Social Welfare and the Ministry of Information and Broadcasing—play significant role in the removal of untouchability through measures which are of direct benefit for the purpose. The Department of Social Welfare is responsible for the policy, implementation and co-ordination of all programmes relating to the programme of eradicating the social evil- The office of the Commissioner for Scheduled Castes and Schduled Tribes is also attached to the Department for budgeting and parliamentary matters. We are glad to mention here that the Parliament has appointed one Parliamentary Committee for the welfare of Schduled Castes. The Department has at present two schemes which could be considered as of direct benefit for the removal of untouchability *viz.* (i) Aid to voluntary organisations for undertaking propaganda for the removal of untouchability (2) Aid to State Governments for starting welfare schemes. Besides the Department is also responsible for the collection of details of cases under Untouchability (Offences) Act. The overall responsibility of investigating and evaluating the progress made as far as the constitutional safeguards provided to Scheduled Castes under the Constitution are concerned, rests with the *Commissioner for Scheduled Castes and Scheduled Tribes* who was the the first time appointed on November 1, 1950 under Article 338 of the Constitution. The constitutional provisions make it clear that the office of the Commissioner should enjoy an independent status. The status of this Special Officer is quite unique in many respects. But unfortunately the Commissioner for Scheduled Castes and Scheduled Tribes is without any powers. While making provision in the Constitution the framers of the Constitution had an idea that this office would check and countercheck the working of various schemes and safeguards both at the Central and State Governments. It was also thought that the Commissioner would see that the policies of the Government are implemented in the real sense but unfortunately the Commissioner is handicapped for want of power. Furthermore the Government have destroyed the whole structure of the Commissioner's Organisation by taking over 17 Deputy Commissioner for Scheduled Castes and Scheduled Tribes who were put at his disposal. Now in their place five Zonal Directors have been appointed under the charge of the Director General, Backward Classes Welfare who is also the Ex-Officio Joint Secretary in the Department of Social Welfare with effect from 15-6-1967. Further we want to state that when 17 Deputy Commissioners were helping and supplying information, they were not in position to collect information as to what was happening in the villages in their jurisdiction, what five Zonal Directors can do. In our opinion this is not a happy affair. It is quite contrary to the interests of Scheduled Castes. Thus the Committee expresses its dissatisfaction towards the attitude of the Government for destroying the Commissioner's Organization by removing 17 Deputy Commissioners under its control.

However, we feel that Commissioner's organisation with its established machinery at New Delhi for investigation could undertake specific surveys to locate the pockets of untouchability.

V.2. *The Ministry of Information and Broadcasting,* as it controls all the major means of communication, at present works for the removal of untouchability, mobilising public opinion favourably, through publicity and propaganda. The work done by various units of the Ministry, so far, is given at Annexure V. It is noted that five out of the seven units are continuing the propaganda/publicity programmes for he removal of untouchability. The Song and Drama Division has not playd any part so far in the eradication of untouchability.

While deciding upon the publicity programmes of the *Directorate of Advertising and Visual Publicity* for the year 1963-64, the Government felt that anti-untouchability campaign had reached the stage where no publicity through the Directorate was any longer essential. It was, therefore, decided that instead of this the voluntary organisations should be requested to seek collaboration, guidance or assistance of the Directorate so that more effective presentations could be achieved. Commenting on this decision, the Commissioner for Scheduled Castes and Scheduled Tribes made the following observations. "It is true that such coordination between non-official agencies and the Directorate is very desirable, but it is doubtful whether a stage has really been reached when all publicity efforts direct through the Directorate can very well be done away with". The Committee also feels that the time is not ripe yet to leave the things to voluntary agencies. It is also pertinent to point out that the Ministry of Information and Broadcasting could not let us know whether the D.A.V.P. could render any constructive help to voluntary organisations.

The role of State Governments

V.3. We have tried to collect relevant information regarding the existing machinery working in various States to undertake propaganda/publicity against the practice of Untouchability. Only a few States have a separate unit under the same department, which deals with the problems of Scheduled Caste Welfare, which also undertake effective propaganda against the practice of untouchability. Thus, it is noticed that in Tamil Nadu, Maharashtra and Uttar Pradesh publicity wings are working under the same department which is entrusted with the welfare of Scheduled Castes. In Kerala though a publicity wing was working effectively under the Department of Harijan Welfare till the end of 1965, the publicity and propaganda work against untouchability has since been entrusted to the Public Relations Department. All the other States and Union Territories who have furnished information have intimated that the publicity and propaganda work for the removal of untouchability is being carried out by the Public Relations Department/Directorate. In Bihar, Gujarat, Madhya Pradesh and Mysore there are separate units under the public relations Department entrusted with this specific task. In other States and Union Territories the propaganda work is carried out by the Public Reations Department as general programme and no specific importance is given to the problem. States like *Assam* who have been giving considerable attention to the problem have abandoned such measures at the outset of emergency. *West Bengal* was not at all giving any attention. It was brought to the notice of the Committee by social workers that untouchability is being observed in West Bengal. The Committee therefore, suggests to the West Bengal Government to create a separate wing for the eradication of untouchability.

V.4. During the meeting of Central Advisory Board for Harijan Welfare in 1964 a suggestion was first made regarding the introduction of a pledge against untouchability in all the States. We find that certain steps have been taken in this direction by States like Maharashtra, Bihar, Madhya Pradesh and the Union Territory of Pondicherry. But the procedure adopted and the method employed for the administration of the pledge vary. While Maharashtra Government feel that the pledge should be undertaken by all on one important National Day in the State, the pledge is taken by only Government servants. We feel that an integrated approach would be useful. The following form of pledge is proposed by us :—

> "I, being a citizen of India owing my unswearing and whole hearted allegiance to the Constitution, am aware that untouchability is abolished under our Constitution. I do hereby solemnly declare that I shall not by any word, deed or thought observe or practice, consciously or subconsciously social discrimination in any form based on untouchability against any individual who is a citizen of India. I am also aware that it is my duty to work sincerely and faithfully, towards the creation of a free and casteless society in accordance with the letter and spirit of the Constitution. I do solemnly declare that it shall always be a sincere expression of my complete loyalty to the Constitution of India".

National holidays of importance, *viz.*, 2nd October, 15th August and 26th January may be selected for the administration of the pledge. The pledge could be administered during public functions of the day. Besides the All India Radio may also broadcast the pledge at an appropriate time on the day. All Government Servants should again take the pledge before the head of the office on the next working day. This would help to bring home the realisation to a Government servant that he has an additional responsibilty towards eradication of the evil.

Besides, Parishads Panchayats, Panchayat/ Samities or Unions and Zila Parishads should be intimated and instructed to take the pledge on the same day.

The third measure which is a punitive step towards a community should, however, be employed with a greater caution, while for the taluka boards we have already proposed that the Quasi judicial wing of the taluka board should be clothed with powers like administrative sanctions including the stoppage of developmental grants to village panchayat where untouchability is being practised in a rapid form. We have elsewhere made a mention about the instructions issued by the Gujarat Government to stop grants to Panchayats where untouchability is being practised.

Role of Panchayati Raj Institutions

V.5. We have tried to study the problem from three angles as follows :—

(a) Whether the Panchayati Raj system as existing in various States have given proper attention to ensure the representation of Scheduled Castes in these bodies.

(b) Whether there are functional/subcommittees at the various levels to look after the welfare of Scheduled Castes.

(c) Whether the relevant legislation makes it binding on the part of these local bodies to work for the removal of untouchability.

V.6. At panchayat level, the number of members constituting the village Panchayat varies from a minimum of 5 to a maximum of 31. It is noted that in all States except Bihar, Jammu & Kashmir, Orissa and West Bengal certain number of seats are reserved for Scheduled Castes and Schduled Tribes. In the States of Uttar Pradesh, Punjab, Mysore, Maharashtra, Tamil Nadu, Madhya Pradesh, Gujarat and Andhra Pradesh one or more seats are reserved, depending upon the population of Scheduled Caste to be elected if one is not elected in the normal course.

V.7. In Rajasthan the provision is to elect one Scheduled Caste member and it is irrespective of population and is fixd at one. Except in Assam and Rajasthan the seats are filled in by direct election. In the former cases the provision is to coopt members.

V.8. The Committee on Panchayati Raj Election has opined as follow: "We are of the view that for the Scheduled Castes there should be at least one seat reserved in every Panchayat, as they are spread out all over the country. If, however, the population of the Scheduled Castes in any Panchayat exceeds 10% of the total, there should be two seats for them." The report goes on to add "we want this minimum representation lest they should go altogether un-represented". The report also points out that "Reservation of certain number of seats for Scheduled Castes should not prevent them from contesting and getting elected to the unreserved seats. Such members if any, should be in addition to those elected from reserved seats". At Zila Parishad level, Tamil Nadu, Orissa and West Bengal have no provisions for the reservation of seats for Scheduled Castes. From the analysis of existing position regarding representation of Scheduled Castes in Panchayati Raj Institutions in various States, it emerges that the present provisions do not guarantee enough representations for Scheduled Castes in most of the States every Gram Panchayat due representation must be given to Scheduled Castes on the population basis by way of reserved seats as recommended by the Santhanam Committee.

V.9. As far as functional sub-committee to look after the interests of Scheduled Castes constituted under Panchayati Raj bodies are concerned, the position is still worse (A statement showing the nature of such committees at various level in different States is given at Annexure VI). At village Panchayat level provision for one or more functional committee exists in all States except Tamil Nadu. But no functional committee to look after the interest of Scheduled Castes exists in any of the State at this level. At Panchayat Samiti level Mysore has set an example by constituting a functional committee to look after the welfare of Scheduled Castes and Scheduled Tribes. In Bihar, Orissa and Rajasthan there is a provision to constitute a committee at Samiti level to look after the welfare of weaker sections. At Zila Parishad level Orissa and Rajasthan have constituted standing committees for the welfare of weaker sections. It is thus clearly evident that in most of the States the Panchayati Raj Institutions are not there to give due attention to safeguard the interests of Scheduled Castes, and specially in the removal of untouchability. In this connection we have observed hat only in Andhra Pradesh, there is a provision in the relevant

legislation* which makes it binding on the Panchayati Raj bodies to take steps for the removal of untouchability. We are glad to read that the Andhra Government have made certain provisions as regards the removal of untouchability. We regret to note that it is not being implemented. In Rajasthan also removal of untouchability is one of the functions of the Panchayats under the Panchayat Law in force. In addition to that we have to welcome the Gujarat Government for taking a radical step by issuing special instructions to all the Village Panchayats to throw open the public wells and water tanks and if it is not done, Government will be constrained to stop their developmental and other grants. The Committee regrets to say that no other State Government has come forward to make a relevant legislation. Therefore, we recommend that suitable steps should be taken by all other States.

*Andhra Pradesh Gram Panchayat Act 1964 (Section 55-XXVI).

L 2 Deptt of SW/69—10

CHAPTER VI
WORKING OF THE UNTOUCHABILITY (OFFENCES) ACT, 1965

VI.1. With an avowed object to effectuate the solemn declaration envisaged in Article 17 of the Constitution, and as a law had to be enacted by Parliament as required by Sub-Clause (ii) of Clause (a) of Article 35 of the Constitution, the Government of India enacted the Untouchability (Offences) Act, 1955 which came into force on 1st June, 1955[1].

Recommendation of the Joint Committee.

VI.2. The Untouchability (Offences) Bill, was referred to the Joint Committee of both the Houses of Parliament on 20th September, 1954. The Joint Committee had recommended *inter alia*, that "when the legislation comes into force, the Central Government and the State Governments should appoint Committees to look into the implementation of the Act[2]."

Appointment of Committees to look after the successful implementation of Untouchability (Offences) Act, 1965.

VI.3. The Ministry of Home Affairs wrote to all the States/Union Territories in June, 1955 suggesting them to "make suitable arrangements for the effective implementation of the provisions of the Untouchability (Offences) Act, 1955 and if they consider it proper, appoint small committees at the headquarters in order to ensure that the matter receives proper attention and wherever necessary, action is taken to enforce the provisions of the Act.[3]"

VI.4. The Committee, therefore, wanted to find out from the State Governments and the Union Territory Administrations as to what action they took on the above mentioned communication of the Ministry of Home Affairs. *It is regretted that though a specific question was inserted in our questionnaire to elicit information on this issue, most of the State Governments and the Union Territory Governments/Administrations have given evasive replies, as a result of which it became an up-hill task for the Committee to gauge the correct situation. However, from the replies received it is gathered that none of the Governments/Administrations except Bihar and Madhya Pradesh appointed Committees to review the working of the Untouchability (Offences) Act, 1955. The Committee appointed by the Bihar and Madhya Pradesh Governments, no doubt, made a number of recommendations, but we are sorry to note that no action was taken by the respective Governments on these recommendations.* The Committee, therefore, recommends that due action should be taken in appointing such committees in all the States throughout the country to try to eradicate the evil of untouchability.

VI.5. It was recommended by Joint Select Committee of both the Houses of Parliament that Committee should be appointed to collect information about the U.O.A. in their State and try to do away with the evil of untouchability. Similarly the Ministry of Home Affairs had issued circular under reference but it was not at all implemented. The office of the Commissioner for Scheduled Castes and Scheduled Tribes also did not prominently bring out in its reports the laxity on the part of the State Governments in appointing such committees. What is more, we observe that the Commissioner in his report for the year 1956-57 suggested that the committees, which have been appointed by the State Governments at the State level to advise on the welfare programmes of Scheduled Castes may also "be entrusted with the task of looking after the working of this Act.[4]". The Committee feels that the function of such committees was not as effective as it ought to be.

VI. 6. During the course of its tours, the Committee made pointed enquiries from the members of the State Advisory Boards for Harijan Welfare who met the Committee, whether the Boards discussed the effective implementation of the Act as an item on their agenda. We were informed that the working of the Untouchability (Offences) Act, 1955 was not discussed by the Advisory Boards for Harijan Welfare set up in various States.

1 It was extended to Goa, Daman and Diu with effect from 26th Jan. 68, and to Pondicherry and Dadra and Nagar Haveli from 1st Oct. 63 & 1st July, 65 respectively.

2 The Untochability (Offences) Bill, 1954 (Report) of the Jt. Committee), New Delhi, 1954, Page VI

3 Ministry of Home Affairs, Govt. of India, letter No. 25/7/53-Poll. (1), dated 3rd June, 1955.

4 Report of the Commissioner for Scheduled Castes and Scheduled Tribes, 1965-66—Part I, New Delhi, Page 12.

VI.7. It was after a lapse of good 8 years for the first time on 3rd April, 1964, that the Ministry of Home Affairs drew the attention oi the State Governments (but not the Union Territory Governments/ Admns.) to the discussion in the meeting of the Central Advisory Board for Harijan Welfare held on 7th December, 1963, in which it transpired that the recommendations of the Government of India regarding setting up small committees to review the working of the Act from time to time were generally not carried out[5]. It was stated that the general experience was "that no such committees had come into existence or having come into existence they had become dormant[6]." The Central Advisory Board had recommended that steps might be taken "With a view to reviving and revitalising these Committee[7]." The Ministry of Home Affairs suggested to the State Governments that they "consider the question of appointment of a Committee similar to the one (Tapase Committee) appointed by the Government of Maharashtra[8]." We are gone through the terms of reference as well as the report of the Tapase Committee[9] and do not find that the said Committee was charged with the task of examining the effective implementation of the Untouchabilty (Offices) Act, 1955. It is also regretted that the Central Government themselves did not appoint any committee for this purpose at the Central level till the formation of this Committee[10]. *These facts make it abundantly clear that the sentinels recommended by the Joint Committee of both Houses of Parliament which were absolutely essential to guage the working of the Act were not created by the various Governments, and thus, watch was not kept on the working of the Act, which was very essential for the removal of social disabilities.*

Transalation of the Act into regional languages and distribution of copies thereof

VI.8. The success or failure of any social reform is predicated upon the awareness of the common man about that reform. It follows, therefore, that unless an Act which radically effects changes in the social structure is made known to the common man in a language which he understands, the law would remain dormant on the statute book. Presumably with this end in view the Government of India and the various State Governments took the steps as mentioned by the Commissioner for Scheduled Castes and Scheduled Tribes in his annual report for the year 1956-57 which are as follows :—

> "The Government of India in the Ministry of Home Affairs printed 1,00,000 copies of the Act in diglot (Hindi and English) for distribution to the State Govts. and non-official agencies. The Governments of Madhya Pradesh, West Bengal and Ex-State of Coorg also re-printed the Act in the Marathi, Bengali and Kannada languages, respectively ."

VI.9. *We are constrained to point out that during the course of our tours, we came to know that copies of the Act were not even available at many of the district offices and that many Government officials had no knowledge of the provisions of the Act. Even the villagers complained that the guardians of law who are expected to take cognisance of the offences under the Act were mostly ignorant of it.* In order to be posted with an up-to-date position, the Committee addressed a letter to the concerned Departments of the Government of India as also to all the States/Union Territories, to supply necessary information bearing on the following points;

(a) Regional language(s) in which the Act was translated and published by the State/Union Territory?

(b) Number of copies published in each regional language?

(c) How the copies referred to in (b) were disposed of?

(d) What check was imposed for the proper distribution of the copies.

(e) Is there any proposal to get more copies made and distributed in the near future.

VI.10. So far, reply has been received from the Deptt. of Social Welfare, Government of India, (which is now concerned with the

(5) Ministry of Home Affairs, Government of India letter No. 15/7/64-SCT. IV dated 3-4-1964.

(6) 6—8 *Ibid*

(9) A report on the study of the programmes for the removal of untouchability by the Sub-committee of the State Advisory Board for Harijan Welfare, Bombay, 1962.

(10) Committee on Untouchability, Economic and Educational Development of Scheduled Castes.

(11) See foot-note iv ante.

subject) and the States/Union Territories of Andhra Pradesh, Bihar, Gujarat, Jammu and Kashmir, Kerala Madhya Pradesh, Madras, Maharashtra, Mysore, Orissa, Rajasthan, Uttar Pradesh, West Bengal, Dadra and Nagar Haveli, Goa, Daman & Diu, Laccadives, Manipur, Tripura and Pondicherry. The Department of Social Welfare, Government of India have not intimated the mode of distribution of 1,00,000 copies of the Act printed in diglot (Hindi and English) in the ministry of Home Affairs. *They have, however, informed that no check was imposd for the distribution of the copies of the Act and there is no proposal to get more copies printed.* The Dte. of Advertising and Visual Publicity, Ministry of Information & Broadcasting, Government of India have intimated that four lakh copies of the folder containing the important provisions of the Act and not the entire Act (English—one lakh and Hindi—three lakhs) were produced in 1957-58 and 6 lakhs copies in the regional languages, as per breakdown given below, were produced in 1958-59@ :—

Language in which the Act was published.	No. of copies
1	2
1. Urdu	54,500
2. Marathi	87,000
3. Tamil	87,000
4. Oriya	33,000
5. Malayalam	33,000
6. Assamese	16,000
7. Gurmukhi	16,000
8. Gujarati	44,000
9. Telugu	98,500
10. Kannada	44,000
11. Bengali	97,000

The Ministry has further intimated that the distribution was made immediately after the production and thus it has not been possible to find out the exact categories to which those were distributed.

TABLE NO. 1

Table showing the position regarding translation of the Untouchability (Offences) Act, 1955 by various States/Union Territories into regional languages and distribution of copies thereof

Sl. No.	Name of State/ Union Territory	language in which the act was published	No. of copies	Mode of distribution.	Any Check imposed for the proper distribution of the copies of Act	Any proposal to get more copies printed
1	2	3	4	5	6	7
1.	Andhra Pradesh			Did not publish		No.
2.	Bihar			Do.		No.
3.	Gujarat			Do.		No.
4.	Jammu & Kashmir			Do.		No.
5.	Kerala	Malayalam	53,500	1. District Publicity Officers. 2. Harijan Sevaks. 3. District Welfare Officers. 4. Taluk Welfare Officer. 5. Panchayats. 6. Social Organisation. 7. Chief Publicity Officer.	According to the State Government copies of Act were distributed properly	No.
6.	Madhya Pradesh			Did not publish		No
7.	Maharashtra	English Marathi Gujarati Kannada Hindi	20,000 80,000 50,000 30,000 20,000	1. District Magistrates, for distribution to the Mamlatdars of Talukas Circles Talathis, circle Inspectors, Patils and Patels. 2. Voluntary Agencies working for the welfare of the Backward Clasess. 3. *Town & Village libraries*	No.	No.

@Dte. of Advertising & Visual Publicity, Ministry of Information and Broadcasting, Government of India, letter No. MHA-CON/SCT/66 dated the 22nd November, 1966.

1	2	3	4	5	6	7
8.	Tamil Nadu .	Tamil Malayalam Kannada	250 25 25	Sold to public on payment of cash.	Does not arise	
9.	Mysore . .	Kannada	1,000	500 copies to Govt. Central Book Depot. for sale 500 copies to Head of Deptt. incl. Sectt. General Records and Tehsildars.	Director of Printing and Stationery distributes the copies.	No
10.	Orissa . .	Oriya	500 (1961)	Not distributed.	No.	No.
11.	Rajasthan .	Hindi	2,000	N.A.	N.A.	N.A.
12.	Uttar Pradesh .	Hindi	42,000	1. District Harijan Tatra Samaj Kalyan Adhikar. 2. District Magistrates 3. M. L. As. M. L. Cs. 4. M. Ps. 5. Social Workers 6. To a number of officials for official & Personal use.	No.	No.
13.	West Bengal .	Bengali	4,000	1. Union Boards 2. Municipalities 3. District Boards 4. Copies were also sent to all Departments, District Offices, non-official agencies working for the upliftment of the Backward Classes and Police authorities.	No.	No.
14.	Dadra and Nagar Haveli.			——Did not publish——		No.
15.	Goa. Daman and Diu.			Do.		No.
16.	Laccadives . .			Do.		No.
17.	Manipur . .	Manipuri	500 (1957)	1. All Heads of Departments. 2. Inspector of Schools. 3. All Advisers to Chief Commissioner. 4. Chief Medical Officer. 5. Principal D. M. College. 6. Principal Imphal College. 7. Inspector General of Police.	No.	No.
18.	Pondicherry .	Tamil	5,000	Through six Harijan Welfare Inspectors.	Harijan Welfare Officers on tour used to check the proper distribution.	No.

It will be noticed from the above table that no checks were exercised for proper distribution of the copies of the Act. The State Governments and the Union Territory Administrations as is clear from the above gave these copies to the District Magistrates/District Officers and others for distribution. Whether the copies reached the persons for whom they were intended is not known. The apathy in the matter of distribution illustrated by the case of Orissa State which published 500 copies of the Act in the year 1961, *it has now been reported that* 483 *copies therefrom are still lying undistributed*. What happened to the 17 copies of the Act and whether even this small number reached the people is not known. Only in case of Pondicherry we are informed and that too, in very vague terms that "Harijan Welfare Officers while on tours used to check the proper distribution" of the copies of the Act. It is also clear from the above

table that the States of Andhra Pradesh, Bihar, Madhya Pradesh and Jammu and Kashmir did not publish the Act. We have, however, been informed by the Bihar and Madhya Pradesh Governments that copies of the Act translated in Hindi and published by the Government of India were received by them for distribution. The Government of Bihar have informed that they had purchased 10,000 copies of the Act, out of which 700 were sent to the Inspector General of Police for distribution among all the Police Officials and 90,000 were distributed among the Mukhias of Gram Panchayats. The said Government of Gujarat have informed that "*report of the distribution of the Act was* obtained." The Madhya Pradesh Government have neither mentioned the number of copies received by them from the Government of India nor have revealed the mode of distribution of the copies of the Act. Both the Governments have informed that they do not propose to publish the Act. The Government of Gujarat have informed that at the time of bifurcation of the ex-Bombay State, the Director of Backward Classes Welfare had received 7,000 copies of the Act, published in Gujarati and out of which 3,500 were still lying in stock. As regards the distribution of the copies of the Act, the State Government have informed that the copies were supplied to all Backward Class Welfare Officers and various non-official *organisations working for the welfare of the* Scheduled Castes. The number of copies were supplied according to the number of persons and the jurisdiction of the institutions. The Backward Class Welfare Officers were asked to supply copies to all the Police Stations, Supdt. of Police and to all Taluka and Divisional Magistrates and Social Workers. The State Government have not intimated whether any check was imposed for the proper distribution of the copies of the Act. The Union Territory of Laccadives informed us that the regional language being Malayalam, the requisite copies will be taken from Kerala Government.

Awareness of the Untouchability (Offences) Act, 1955.

VI.11. The Committee felt that awareness of the provisions of the Untouchability (offences) Act, 1955 would be a ready index of the effectiveness of the various measures taken by the Central/State Governments and the Union Territory Administrations regarding propaganda about the enactment of this Act. This would also indicate the dissemination of literature about this Act in various regional languages among the general public. The Committee is constrained to point out that while on tours in various States, we came to know that some of the police officers who are concerned with the implementation of the Act, do not even know that such an Act is there on the Statute Book. The Committee has known with regret that there are some States which have published copies of the Act but the same were lying undistributed. In some States, where copies were distributed no check was put on their distribution.

VI.12. Unfortunately as no survey has been undertaken on the subject so far, there is a paucity of data to gauge the awareness of the Act. The public is also unaware of the Act. *The Committee recommends that efforts should be made to get copies of the Act printed and distributed among the maximum number of people.*

VI.13. There are, however, some data in this regard, which are available from the Village Studies published by the Registrar-General of India. It may be added that the information published by the Registrar General suffers from its own limitations: the question upon which the information is based reads like, "Are you aware that untouchability in any form is prohibited under law" and then the respondent is required to answer with either Yes or No. Apart from the limited nature of the question and there being no subsequent question, there being no probe, the veracity of interestedness of the respondent is very much open to doubt. However, from whatever limitations the information suffers, yet it can be useful as a very rough estimate not of the awareness of the Untouchability (Offences) Act, 1955 (which the reports of the Registrar General have been misquoting) but of the prohibition of untouchability in general.

VI.14. The Statement given at annexure VII shows the awareness of the prohibition on untouchability, as collected from the available Village Studies published by the Registrar General of India. The Statement reveals that only 43.8 per cent of the persons interviewed were aware of the prohibition of untouchability by law. This percentage is very meagre and reflects inadequate awareness when compared to the publicity compaigns carried on by the Government authorities as also to the fact that many non-officials and voluntary organisations are working in the field for the eradication of *untouchability. The statement* also presents a gloomy picture of a village in Uttar Pradesh, where none of the 383 persons

interviewed, knew whether untouchability is prohibited under law. In a village in Madhya Pradesh, only 4.2 percent were aware of the fact. The position regarding Madras, Orissa, and Uttar Pradesh on the whole, is also very discouraging wherein only 27.1 percent, 35.1 percent and 23.9 percent of the persons interviewed, respectively were aware of the prohibition of untouchability by law. It may, however, be added that the incidence of awareness in some villages of Gujarat, Kerala, Mysore, Punjab and Himachal Pradesh was somewhat better. However, the general impression which we gathered during our tours is that the figures may not be truly representative, which promoted the Committee to conduct pilot survey in one of the districts of Uttar Pradesh.

VI.15. The survey (Annexure VIII) was conducted in Sitapur district of Uttar Pradesh in September-October, 1966. The sample of respondents covered a variety of people, *viz.*, Government officials (including gazetted officers at the district headquarters, teachers and officials concerned with the Harijan Welfare), police officials and social workers etc. for purposes of comparison among the urban and rural population regarding the extent of awareness of the prohibition of untouchability under law and provisions of the Untouchability (Offences) Act, 1955, one of the Mohallas in Sitapur town, and a village nearly 2½ miles away from Sitapur town, on its south eastern direction were selected for pilot survey.

VI.16. The following table shows the extent of awareness of the Untouchability (Offences) Act, 1955 and also gives in brief the main findings of the survey :—

TABLE No. 2

Table showing the awareness of the Untouchability (Offeneces) Act. 1955 among various officials, non-officials and public in general in Sitapur Distt. (U.P.)

Sl. No.	Category	Total No. of persons interviewed	Awareness of the prohibition of untouchability Under law		Awareness of the Untouchability (Offences) Act, 1955			
			No. of persons	Percentage to Col. 3	No. of persons aware of the existence of the Act	Percentage to Col. 4	No. of persons aware of important provisions of the Act	Percentage to Col. 4
1	2	3	4	5	6	7	8	9
1.	Government servants	20	19	95·0	8	42·1	8	42·1
2.	Police Officials	30	27	90·0	15	55·5	2	7·4
3.	Social Workers	10	8	80·0	2	25·0	2	25·0
4.	Urban workers	81	42	51·9	5	11·9	5	11·9
5.	Rural Population	100	32	32·0	..	..	..	..
	TOTAL	241	128	53·1	30	23·4	17	13·3

It will be seen from the above that out of 241 persons interviewed, only 128 persons *i.e.* 53.1% were aware of the prohibition of untouchability under law. The awareness of the prohibition of untouchability was 51.9 percent and 32.0 percent among the urban and rural population respectively. Coming to the awareness of the existence of the Untouchability (Offences) Act, 1955 only 42.1%, 55.5%, 25.0% and 11.9% of the Govt. servants, police officials social workers and urban population (of these who know the prohibition of untouchability under law) respectively, were aware of the existence of the Act. *None of the persons interviewed from rural population knew that any such Act existed. It may also be stated that no respondent except two officials concerned wtih the Harijan Welfare, could name the Act correctly.*

VI.17. *As regards the provisions of the Act, the figures are unsatisfactory. It is a matter of great regret that out of 30 only two police officials could tell something about the provisions of the Act.* It would be quite pertinent to mention here the remarks of a senior police officer who told that he has "never seen the Act." Similar remarks also come from a President of Mohalla Kalyan Samiti.

VI.18. During their investigations, the interviewers found that the people have misleading notions about the implitude of the various provisions of the Untouchability

(Offences) Act, 1955. Many a respondent looked askance at the interviewers, "Would we have to partake our bowl of meals with the Scheduled Castes"? Evidently, what one can bring out of this anecdote read with the table showing the awareness of the Act, is that there is a definite lack of propaganda in allowing people to harbour misleading doubts that their way of life is being interefered with and that this is an issue which arouses strong parochial passions built around the hard core of casteism.

Cases registered under the Act, and their disposal

VI-19. In order to ascertain the working of the Act, the Ministry of Home Affairs vide their letter No. 25/15/55-Poll, dated 31-8-1955 prescribed a quarterly return to be furnished by the various Governments/ Administrations regarding the statistical information on the working of the Untouchability (Offences) Act, 1955. In the year 1960, the Ministry of Home Affairs revised the proforma prescribed by them to collect information about the disposal of the cases pending in Courts at the end of the previous quarter. The revised proforma prescribed by the Government of India is given at Annexure IX. The office of the Commissioner for Scheduled Castes and Scheduled Tribes have also prescribed proforma for the collection of data regarding number of cases registered under the Act with the police and their disposal. A copy of these proformae is given at annexure X. Without going into any merits or demerits of these proformae at the moment (which will be discussed at their proper place), it may be stated, that with a view to analyse the working of the Act and to have a correct appraisal by laying our hands on first hand data, the Committee tried to collect information regarding the details of cases reported, convicted, acquitted and pending etc. since the coming into force of the Act. The lines on which the Committee needed statistical data from various States/Union Territories is given at annexure XI. Inspite of repeated reminders, complete information has not been received from most of the State Governments. Only Andhra Pradesh, Gujarat, Delhi, Himachal Pradesh and Manipur have submitted complete information. The Kerala Government no doubt have tried to supply us information, but we are sorry to state that the figures supplied by them are not reconciliable. The States of Assam, Nagaland and Rajasthan, have not submitted any information. The Union Territories falling in the said lines are Andaman and Nicobar Islands and Dadra and Nagar Haveli. Information in respect of Goa, Daman & Diu Laccadives, Pondicherry and Tripura have been stated as nil. The rest of the States *viz.*, Bihar, Jammu & Kashmir, Madhya Pradesh, Tamil Nadu, Maharashtra, Mysore, Orissa, Punjab, Uttar Pradesh and West Bengal have supplied as partial and incomplete information. It may be stated that whatever information has been supplied to us has been summed up in a statement at annexure XII. From the said statement, *it would appear that the details which are generally lacking from the States are in respect of the disposal of pending cases. The failure of the State Governments to furnish these details, prevents us from giving a complete picture about the final disposal of cases registered under the Act on an all India basis. This paucity of data, it may be added, is very much regrettable.*

VI.20. In the absence of complete data we have to resort to and depend upon the information as contained in the annual report of the Department of Social Welfare, Government of India for the year 1965-66[12]. The said report contains the following table :

TABLE 3

Table showing the number of cases dealt with under Untouchability (Offences) Act, 1955.

Sl. No.	Year	No. of cases registered with the police	No. of cases challaned	Position of disposal at the end of the year			
				Convicted	Acquitted	Compounded	Pending
1	2	3	4	5	6	7	8
1.	1955 . . .	180	180	80	12	12	76
2.	1956 . . .	693	599	149	106	156	188
3.	1957 . . .	492	415	87	35	85	208
4.	1958 . . .	550	477	127	83	92	175

12. Department of Social Welfare Report, Government of India, 1965-66, New Delhi, Page 89.

1		2	3	4	5	6	7	8
5.	1959		481	401	105	70	82	144
6.	1960		509	438	89	74	122	153
7.	1961		489	438	187	141	138	52
8.	1962		389	338	77	91	81	89
9.	1963*		393	314	77	47	80	110
10.	1964*		371	336	157	53	50	76
	TOTAL		4,540	3,936	1,055	712	898	1,271

It would be seen from the above table that in the year 1955, 180 cases were registered with the police and all these cases were challaned. Out of 180 cases, 80 cases resulted in conviction, 12 were acquitted, 12 were compounded and 76 were pending at the end of the year. Again the figures for the year 1956 and like, challaned cases, 509; convicted 149; acquitted, 106; compounded, 156 and pending 188. The total of the cases convicted, acquitted, compounded and pending rightly comes to 599 the number of challaned cases; what happened with the 76 cases pending at the end of 1955 has nowhere been revealed. This has not been only for the year 1955 and 1956 but in respect of all the years uptil 1964, as a result of which we do not know the disposal of 1,271 cases which have been shown pending out of 3,936 cases challaned by the police during this period.

VI.21. In order to ascertain the disposal of pending cases at the end of each year, the Committee also addressed the Department of Social Welfare, Government of India and the office of the Commissioner for Scheduled Castes and Scheduled Tribes to furnish State-wise and year-wise information regarding the disposal of cases registered and challaned under the Act. Both these offices could not furnish us any information in this regard.

VI.22. The reasons for such state of affairs may be listed as follows :—

(a) As mentioned earlier the office of the Commissioner for Scheduled Castes and Scheduled Tribes, for purposes of writing its annual report, collects information pertaining to the subject as per proformae at annexure X. A perusal of the said proformae reveals that these do not call for any information regarding the disposal of the pending cases of the previous years and as a result of which the Commissioner's reports only give the State-wise and year-wise information under the heads *viz.*, (i) number of cases registered with the police; (ii) number of challaned cases; and (iii) number of cases convicted, acquitted, compounded and number of cases pending at the end of the year. The disposal of the pending cases has never and nowhere been mentioned. The Commissioner's office, as is quite clear, have never given any attention towards the collection of data regarding disposal of pending cases, which is the crux of the problem;

(b) As mentioned earlier, the proforma prescribed by the Ministry of Home Affairs, was revised only during the fag end of the year 1960, to call for the information regarding disposal of pending cases. The revised proforma is more comprehensive than those prescribed by the Commissioner's Office and is now used by the Department of Social Welfare, Government of India; but in spite of our repeated reminders, the Department could not supply us any information on the subject. This prompts us to conclude that the Department do not make any use of the information collected through their proforma.

(c) The fact that the Department of Social Welfare do not tabulate the information received by them from the State Governments/Union Territory Admns., is evident from the table published[13] in the latest report of the Department of Social Welfare for the year 1965-66 which is only based on the information published in the report of the Commissioner for Scheduled Castes and Scheduled Tribes.[14]

(d) Because there was no follow up by the Government of India for collection of information from the State Governments/Union Territory Governments/Administrations

13 *See* Para VII. 20, table No. 3 *ante*.

14 Report of the Commissioner for Scheduled Castes and Scheduled Tribes, 1963-64, Part I, New Delhi, page 22.

it is possible that the States/Union Territories might not have even furnished the complete data to the Government of India on the subject and hence the failure on the part of the State/Union Territories as also the Department of Social Welfare, Government of India to furnish the necessary statistics to the Committee.

(e) The different proformae prescribed by the office of the Commissioner for Scheduled Castes and Scheduled Tribes and the Ministry of Home Affairs. Government of India, for collection of statistics on the subject, have led to avoidable duplication and confusion at the field level.

VI.23. In the light of the above mentioned facts and for purposes of expediency and to avoid any duplication, the proformae presently prescribed for the collection of necessary data may be replaced by a new proforma which should be used for the collection of information regarding the cases dealt with under the Act. The Committee, therefore, suggests a suitable proforma.[15] for collecting necessary statistics on the subject at annexure XIII. The suggested proforma is a detailed one, and the filling in the proforma, would no doubt, involve a fair amount of labour, but the information available from the proforma would be very useful. One would be able to find out very easily, *inter alia* as to where lies the delay in the disposal of the cases under the Act; whether it is the police which takes their own time or whether the courts take a long time in disposing of the cases.

VI.24. The following steps should be taken to collect the statistics on the subject methodically :

(a) The Department of Social Welfare, Government of India and the Office of the Commissioner for Scheduled Castes and Scheduled Tribes should use only one proforma for collection of necessary statistics regarding cases dealt with under the Untouchability (Offences) Act, 1955, from the State Governments/Union Territory Governments/Administrations.

(b) Quarterly returns as per suggested proforma should be sent from each district headquarters to the State Government and the Union Territory Governments/Administrations.

(c) The State Government and the Union Territory Government/Admns. should complete the information thus received and send half-yearly/yearly returns to the Centre. The present practice of sending quarterly returns to the Department of Social Welfare, Government of India may be stopped as it does not serve any useful purpose but merely enhances the volume of work at the Centre.

(d) The half-yearly/yearly/returns to be submitted by the State Governments/Union Territory Governments/Admns. should be accompanied with a note analysing the figures regarding number of cases registered and disposed of under the Act, and action taken by the concerned Government in removing bottlenecks if any for the expeditious disposal of the cases.

(e) The concerned Department at the Centre should properly follow whenever any Government/Admn. fail to send such returns. The Deptt. should also bring out such lapses on the part of the concerned authorities in its annual reports.

An analysis of some cases decided by lower courts under the Act.

V.25. In order to enable us to study the various factors generally taken into consideration by the courts in deciding cases under the Untouchability (Offences) Act, 1955, the Committee asked all the States/Union Territories to furnish details of some cases as well as copies of judgements of the cases decided by the lower courts under the Act. The response of any State/Union Territory here again has not been satisfactory. Only the States of Andhra Pradesh, Gujarat. Kerala Tamil Nadu and Mysore and the Union Territories of Delhi and Himachal Pradesh have supplied some details of the cases which have been summarised in a Statement at Annexure XIV. Andhra Pradesh Government have also

15. In case our recommendations for the fomation of Boards are accepted by the Govt. of India the suggested proforma will have to be suitably amended.

supplied us copies of judgements passed by the lower courts, the analysis of which have been included in the above mentioned Statement. Before dealing with the analysis of the cases/judgements collected by the Committee, it may be stated that it was felt necessary to collect the details of as many cases as was possible and then to undertake a sampling in order to sift necessary information to arrive at definite conclusions. But the small number of cases and judgements supplied to the Committee, prevents us from venturing any sampling technique. The method used by us can at best be termed as "convenient sampling" which we may state frankly, has its own limitations.

Forms of Untouchability.

VI.26. Out of 70 cases which we have analysed, only in 66 cases, detailed facts and the form of untouchability in which it was practised, have been supplied to us. 40.9% cases related to refusal by the accused to serve tea/coffee/cold drink or to serve to the Scheduled Castes in the utensils commonly used. 24.2 percent cases related to the prevention of Scheduled Castes from drawing water from a water tap/public well/'*Baoli*' etc., 6.1 percent each to (a) prevention from entering a temple or to offer prayers or refusal to give 'prasad' and (b) abusing the Scheduled Castes making derogatory reference to their caste. Only 3.1 percent each of the cases related to obstruction in marriage procession being taken by Scheduled Castes through caste-Hindu localities and refusal to shave persons belonging to Scheduled Castes. The rest of the cases *i.e.* 12.1 percent related to prevention of Scheduled Caste boys from entering a Panchayat Office's premises to listen radio, refusal to give occupation of a house to a Scheduled Caste, etc. etc.

Disposal of cases.

VI.27. Regarding the disposal of cases, the following table reveals that out of 70 cases, 32.8 percent resulted in conviction, 44.3 percent ended in acquittal and 22.9 percent were compounded

TABLE No 4

Table showing disposal of cases analysed at annexure XIV

Total No. of cases	Cases ending in acquittal		Cases ending in conviction		Cases compounded	
	No.	Percentage to Col. 1	No.	Percentage to Col. 1	No.	Percentage to Col. 1
1	2	3	4	5	6	7
70	31	44·3	23	32·8	16	22·9

Delay in disposal of cases

VI.28. The average time taken in the disposal of 28 cases in the State of Andhra Pradesh, 10 in Gujarat, 6 in Kerala and 4 cases in Tamil Nadu comes to 6 months 7 days, 3 month 23 days, 5 months 10 days and 4 months 7 days respectively. In Mysore and Himachal Pradesh average time taken for the disposal of 10 and 2, cases respectively comes to 6 months each. The Union Territory of Delhi informed that each of the 10 cases took 1 to 2 years for disposal. We have also observed that in Andhra Pradesh, Gujarat, Tamil Nadu and Mysore some cases took more than a year to be disposed of. The analysis has further revealed that in cases which were disposed of within 6 months, 37.5 percent of the cases resulted in conviction, 37.5 percent and 25.0 percent were acquitted and copounded respectively. In cases which took more than 6 months to be disposed of, only 26.7 percent ended in conviction, where as 53.3 percent were acquitted and 20.0 percent were compounded. This only leads us to conclude that perhaps more delay prevents the complainant as well as the witnesses who are usually poor, to fight the cases vigorously. *It has, however, been brought to our notice from various quarters that some cases are deliberately delayed in order to subject the Scheduled Castes people to various hardships, so that they may be tired out as a result of procrastination and may not be left with any energy and resources to contest the cases.* To illustrate, it was reported to us that the trial of a case in Sinnar Taluka, District Nasik in the State of Maharashtra was spread over a period of 2 years involving 27 adjournments and on the 28th hearing the complaint was dismissed for non-appearance of the complainant who by then was completely exhausted It was also a unique feature of the case that during all these hearings the accused never appeared in the Court. This provides the most eloquent criticism of the stultification of the purposes of the act and presents the most puzzling area of the problem. To brush it aside as what can be euphemistically called the realities of the situation may help to perpetuate the difficulties and hence the Committee has decided to recommend to

the Government the provision of Sec. 15(b) of the act relating to compounding of the offence may be deleted.

Imposition of penalty in cases ending in conviction.

VI.29. The Untouchability (Offences) Act, 1955 has provided that a person who is convicted of an offence under the Act, "shall be punishable with imprisonment which may extend to six months, or with fine which may extend to five hundred rupees or with both." But our analysis of the cases has shown that on the whole the Caste-Hindus have the police and the magistracy on their side. In a case of Untouchability (Offences) Act, 1955, the Scheduled Caste people will not get protection from police and from magistrates. The Police and magistrates naturally love their class more. The following table gives the details of punishment inflicted by the Courts in cases analysed at Annexure XIV :

TABLE No. 5

Table showing details of punishment in cases ending coviction one of the cases analysed at Annexure XIV

No. of cases ending in conviction	Punishment imposed by the Courts — Fine only — No. of cases	Fine only — Upto Rs. 25 — No. of cases	Upto Rs. 25 — Amount of fine in rupees — 1	3	5	10	25	Upto Rs. 100 — No. of cases	Upto Rs. 100 — Amount of fine in Rs. — 50	100	Imprisonment only — No. of cases	Imprisonment only — Details	Fine and imprisonment both — No. of cases	Fine and imprisonment both — Details	No. of cases in which accused were warned only	No. of cases in which details have not been given
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
23	17	12	1	2	4	2	3	5	3	2	2	One week *r.i.* seven days *s.i.*	1	Rs. 5/- and imprisonment 'till rising of court.'	2	1
	(73·9)	(70·6)	(5·9)	(11·8)	(23·5)	(11·8)	(17·6)	(29·4)	(17·6)				(4·3)		(8·7)	(4·3)

Figures shown in brackets under columns 2, 12, 14, 16 and 17 indicate percentage to total number of cases ending in conviction as given under column 1. Figures shown in brackets under columns 3 and 9 indicate percentage to the 17 cases as given under column 2, in which the accused were fined only. Figures shown in brackets under columns 4 to 8 and 10 to 11 also indicate percentage to the said 17 cases.

From the above table it is clear that out of of 23 cases which ended in conviction, 73.9 percent were fined only. In 8.7 percent of the cases the accused were awarded imprisonment only and that too in one case of one week and in the other for seven days. Hardly in 4.3 percent of the cases we found that the accused were sentenced to fine and imprisonment both. In 8.7 percent of the cases the accused were warned only. The above table further reveals that out of those cases in which the accused were fined only, in 70.6 percent of the cases the accused were fined upto Rs. 5/- varying from Rs. 1, Rs 3, Rs. 5, Rs. 10 and Rs. 25 only. It would be seen from item number 1 (Annexure XIV) relating to refusal to serve coffee that even after the admission of the guilt by the accused he was fined Rs. 3 only. It is thus quite clear that the punishment which is awarded to the accused under the Act is quite inadequate. *The Committee is of the view that unless a minimum sentence is made mandatory by suitable amendment of the Act, the aims of justice would not be met and the purpose of the social legislation would not be served.*

Compounding of offences under the Act.

VI.30. One of the important aspects which our analysis has revealed is that even though under Section 15(b) of the Untouchability (Offences) Act, 1955, an offence can be compounded with the permission of the court, yet in some cases the accused were acquitted even without such permission being expressly accorded by the court. In item number 7 of the order passed by the learned Magistrate reads "the offence having been compounded out of court the accused are acquitted under Section 345(b) Cr. P.C." In item number 6 a judgement of acquittal was delivered and it was observed that "only six witnesses have been examined and rest have been given up stating that they have turned hostile and affected a compromise with the accused." We fail to understand how witnesses "turned hostile" can effect compromise with the accused. As regards item number 3, we have not been

able to peruse the judgement as delivered by the trial court, but we have been informed by the State Government that "as the case was compounded, no judgement was delivered." Here again it is not understandable, how a case which is brought before a court of law can be disposed of by the court without delivering any judgement or order. *No doubt it is not clear from the judgements delivered by the courts as of whether the complainant compromised of their own device or they did it under some coercion, but it may be added that during the course of our tours, complaints were voiced at many places that at times the complainants are compelled under duress to compromise these cases.*

Cases ending acquittal

VI.31. As is given in table number 4, the percentage of cases which ended in acquittal is fairly high. The analysis has further revealed that out of these cases 45.2 percent were acquitted due to lack of evidence. *The reasons why a member of the Scheduled Caste is not able to martial sufficient cogent evidence to convince the judge about the happening of an incidents relating to the enforcement of Social disabilities are not clear from the judgements passed by the various courts. However, the general impression which the members got in their tours is that on account of social backwardness, economic dependence and the apathy of cast-Hindus to the cause, the complainant is grately handicapped.* It has also been observed that 2 cases (item numbers 18 and 21) failed in the courts on the grounds *inter alia* that all the prosecution witnesses were harijans and they had their own interest in the case. *In one case (item number 18) the learned magistrated observed* "further all the witnesses are harijan boys naturally they are interested in their community welfare." The act of discrimination complained of was the prohibiting of harijan students from entering the Panchayat office to hear radio news.

It is not clear from the judgement as to whether some caste-Hindu boys had witnessed the incident and could have been produced as prosecution witnesses. If the incident was witnessed only by boys belonging to Scheduled Castes, it is not understood as to how any objection could be taken regarding their caste. The very fact shows the mentality of the magistrates because when there are caste-Hindu evidence coming in the favour of the caste-Hindu accused, the magistrates believe that but when in the case of Scheduled Caste complainants; Scheduled Caste people give evidence in their favour, that is disblieved.

Lack of interest on the part of prosecuting agency

VI.32. While going through some of the judgements delivered by various courts, the Committee discovered that some of the cases failed, *inter-alia* on account of procedural lacuna and lack of interest on the part of police officials. A glaring instance of this is the case of State *Vs.* Annop Chand and others,[16] wherein it has been pointed out by the Hon'ble Court "the police staff was deputed there to maintain peace and order. It is said by the prosecution witness that they were obstructed by the accused from entering the temple on the ground that they were untouchables, they immediately reported this matter to Deputy S.P. and Sub-Inspector who were on the spot, but the police did not arrest the accused on the spot, did not register the case on the spot and later on, the F.I.R. was recorded in the police station and then the case was registered. If the version of the prosecution witness regarding the obstruction by the accused is taken to be true then the non-registration of the case and the non-arrest of the accused on the spot (these two facts) become contrary to each other." It is another matter that the case failed because the prosecution failed to prove that the temple in question is open to caste-Hindus. In another case (unreported), the High Court of Judicature at Madras observed "Now at the State of revision, to accept the contention that even though the charge before the trial court was only under Section 4(i) of the Act, but on the evidence, the conviction should be altered into one under Section 6 of the Act would in my opinion involve prejudice to the accused, because at the trial on more than one occasion, he was clearly informed by the trial court that he was being prosecuted only for contravening Section 4(i) without any reference to Section 6 of the Act.[17] On account of this technicality, the Court set aside the conviction and sentence. It is not known whether a fresh charge-sheet was presented to the Court on the same facts. The Committee notes with regret that inspite of this intransigience and ineptitude this sort of thing is carried on with an aplomb.

16. In the Court of Addl. City Magistrate, 1st Class Indore City, decided on 31st October, 1955.

17. In R. Govindaswami, decided on 12th July, 1965 (an unreported Madras case).

CHAPTER VII

FORMATION OF BOARDS FOR REMOVAL OF SOCIAL DISTRIBUTORS

VII.1. There is a French saying about small reforms being the worst enemies of great reforms. It appears to the Committee that the passing of Untouchability (Offences) Act, 1955 was a small reform in the direction of abolition of untouchability because there was no special machinery provided for the implementation of the Act. It may be recalled here that during the course of debates on the Untouchability (Offences) Bill in Parliament, in the years 1954-55, some Members of Parliament had expressed doubts regarding the implementation of the Act and also feared that the Act may not be reduced to a dead letter. It was, therefore suggested by the Members, that the Government should appoint some Boards, which should be clothed with adequate powers to enforce the Act dealing with the removal of social and religious disabilities.

Ineffective working of the Act

VII.2. That there is a genuine need for the formation of an effective machinery, for the enforcement of the provision of the Untouchability (Offences) Act, 1955, cannot be denied. The fact that the said Act not properly and effectively working is clear from the reports of the Commissioner for Scheduled Castes and Scheduled Tribes and also from the information collected by the Committee. A glance through table number (para VII.20), will show that only 3,936 cases were challaned by the police during the years 1955 to 1964, out of a total number of 4,540 cases, which were actually registered with the police throughout India. The number of cases registered and challaned is insignificant in comparison with the admittedly acute and *vide* prevalance of the practice of Untouchability in the rural areas of our country. What is more, the table would also indicate the progressive decline in the number of cases challaned by the Police from 599 in 1956 to 336 during the year 1964. This is not surprising when viewed in the background of the general apathy shown by the members of the public as well as officials towards the problem as is evident from the sample survey conducted by the Committee in Sitapur District of U.P. (*See* pp. 172).

VII.3. The reasons for the failure of the cases in courts of law may be enumerated as follows :—

(a) Unawareness of the provisions of the Untouchability (Offences) Act, 1955, among the police officials as well as members of the general public which result into procedural defects during investigation of the cases;

(b) Apprehension in the minds of the members of Scheduled Castes regarding harm that may be fall them, if evidence is tendered against caste-Hindus;

(c) Reluctance on the part of Caste-Hindus to give evidence on behalf of Scheduled Castes complainants on account of orthodoxy, inhibitions and fear of social bycott and ostracism;

(d) The cavalier manner in which cases are processed and pursued.

VI.4. It has been suggested to the Committee from various quarters that the provisions of the Untouchability (Offences) Act, 1955 should be made more strict and stringent. Some say that there should be a provision for minimum punishment, while other advocated a principle contrary

1. *Cf.* Elayaperumal, L., *Lok Sabha Debates, Vol. VI, Part II, New Delhi, 1954*; pages 694—96; Rao, K. S. "There must be provision in the Bill for a separate department for implementing the provisions of the Act. For this purpose some statutory boards have to be created in each and every Taluka, Firka etc. "Ibid page 454 Mathur, H. C. "—in implementing this measure there is likelihood of some bitterness being produced at many places. Harijans *or the untouchables as we know, are in a very weak position, and therefore, instead of the people who* are offended against taking any initiative in the matter, the Government should set up organisation, so that the initiative could be taken by the Government itself-instead of the aggrieved party having to go to the police and moving the machinery, the State itself could move the machinery by taking the initiative. Thus there will be no occasion for the untouchables being made any victim of the wrath by the against whom proceedings are taken." Rajya Sabha Debates, Vol. IX, Nos. 26—50 New Delhi, 1955; pages 6592.

to the established jurisprudence that no offender should go scot free even though 99 innocents may be punished. There are still others who say that the minimum punishment should be both fine as well as imprisonment and that there should be no provision for a compromise. It has also been felt in some quarters that what is required is a change of heart and no amount of penal provisions would have that effect, which persuasive methods intending to bring about a conciliation would have.

VII.5. During the tours, the Committee also came to know that the persons against whom social disabilities are practised, have a realistic fear in approaching the police authorities, for they are to live in a village in which the doers of such inhuman practices are in a dominant position and any attempt to introduce stringent penal provisions will drive a wedge between the caste hindus and the Scheduled Castes resulting in disharmonious and bitter relations between them.

VII.6. Why is it that the usual police-*cum*-court machinery for the implementation of the Untouchability (Offences) Act has failed miserably? To us it appears to be the result of a conflict between two social desires, each of which seeks to extend its domain over the matter and in which both cannot have their say. The only question is, which desire is stronger at the point of conflict? If the social desire to eradicate untouchability were stronger than the prevalent orthodox view, untouchability would have been a thing of the past and perhaps there would have been no need to appoint this Committee. But whatever we have seen in our tours, indicates that the evil is deep rooted and requires a speedy and efficacious remedy as a step-in-aid to the regular criminal prosecutions.

While the Committee does not in any manner deprecate or whittle down the role of the Criminal Courts as law enforcement agencies, it feels that the need of the hour is to visualise an agency which would aim at effecting a change of heart in the caste-Hindus rather than award them jail terms or fines. But for such innovation, the Scheduled Caste may and more often than not do feel that the officialdom is one of the protective ramparts of conservatism. As observed by Holmes, the life of the law has not been logic; it has been experience. The felt necessities of the time, the prevalent moral and political theories, initiations of public policy, avowed or unconscious, have had a good deal more to do than the syllogism in determining the rules by which men should be governed. The Committee does not wish to swim against the current of judicial precedents but has introduced innovations *viz.* the Haripal and the Hari Adhikaran and it is hoped that these are not branded as derelict on the waters of law.

VII.7. There is no way of avoiding the ultimate responsibility of law to ethics. Every final determination of the general end of law, the standard of legal criticism where this be labelled 'justice' natural law', 'the protection of natural rights', 'the organisation of social interests', must reduce to the general form that the law ought to bring about as much good as it can.(1)

VII. 8. The members of the Committee have tried to develop deep into the basis reasons which lead to the failure of the working of the Untouchability (Offences) Act, 1955 which was enacted with the best of intentions. To us it appears that in the ultimate analysis the reasons can be traced to the economic backwardness of the members of the Scheduled Castes and lack of genuine interest in the cause on the part of the executive. How do members of the Scheduled Caste look at the working of the Untouchability (Offences) Act, 1955? The impression that we gathered during our tours, is that sound instinct has persuaded ex-untouchables to look upon the working of the Act as one of protective conservatism. They do regard that the Act is the right step towards the direction but also feel that those charged with implementation of the Act are not interested in the job.

VII.9. It is usually far easier to describe what has been done in the matter of these fields of social engineering than to give a clear reason for it and harder still to predict what the future may hold, and hence as we may now make a passing reference to the evolution of the present labour legislation which has a common denominator with our problem of untouchability in as much as of the workmen and the untouchables both belong to the economically backward class. As to the intellectual origins for the betterment of the labour conditions, both, philosophers and politicians played a part. Frederick the Great contributed both a profound conviction that it is the duty of the State to provide sustenance and support to those of its citizens who cannot provide sustenance for themselves and a

1 F. S. Cohen-Ethical Systems and Legal Ideas.

completely uninhibited view of the State's power and right to bring this protection about by any means. Among the philosophers, probably Fichle was the most responsible for propounding the idea that many of the misfortunes, disabilities and accidents of individuals are ultimately social and not individual in origin, and that the State is, therefore, not to be negative in its approach nor to have more police functions, but be filled with Christian concern especially for the weaker members Lassalle, Sismondi, Winkelblech, Wagner and Schaeffle, developed the general conception into insistent and eloquent arguments for the only mechanism which could effectively implement this ideal; compensation. Thus while Workmen's compensation has a 'socialistic' origin in the philosophical sense of the term associated with the views of Fichle and Hegel it also has an anti-socialistic origin if the term is used in the Marxian sense.

Nature of the Untouchability Offences Crime and tortdistinguished

VII.10. If society at large can be held to be the author of an accident from which a workman suffers in a factory, it will be all the more so if a group of persons intentionally go about and practise a way of life wherein the members of the Scheduled Castes are denied the basic human rights. Herein one can develop the idea further by taking a cue from the law of torts. A tort is not the same thing as a crime, although the two sometime have many features in common. The distinction between them lies in the interest effected and the remedy afforded by the law. A crime is an offence against the public at large, for which the State as the representative of the public, will bring proceedings in the form of a criminal prosecution. The purpose of such proceedings is to protect and vindicate the interest of the public as a whole, by punishing the offender or eliminating him from society, either permanently or for a limited time, by reforming him or teaching him not to repeat the offence and by deterring others from imitating him. The social action for a tort, on the other hand, is convenienced and maintained by the injured person himself and its purpose is to compensate him for the damage he has suffered at the expense of the wrong doer. The State may never sue in tort in its political or governmental capacity, although as the owner of property it may resort to the same tort action as an individual proprietor to recover from the injury to the property or to recover the property itself. Thus the State as a Government has a cause of action against the escaped convict for the expenditure incurred in recapturing him.[3]

The same Act may be both crime against the State and a tort against the inidividual. In such a case since the interests involved are not the same and the objects to be achieved by the two suits are different, there may be both a social tort action and the criminal prosecution for the same offence. The two may be conducted successively or at the same time, and a decision for or against the defendents in one is not relevant in the other.

Need for a separate machinery for the removal of social disabilities

VII.11. It is in this background that the Committee is of the opinion that for the practice of social disabilities there may be both a social tort action and a criminal prosecution and hence a machinery different from the usual police-*cum*-court machinery for the removal of social disabilities should be established. Such a machinery will look after the interests of the people who suffer from one or the other disability and is intended to be more corrective and preventive than punitive. It may also be added that this would not in any way curtail the provisions contained in the Untouchability (Offences) Act, 1955. The principle virtue of such a body would be that it would contain in itself the machinery which will cater to the various needs of the persons affected, in stages of investigation, local inquiries, conciliation and administrative sanctions.

VII.12. The trend of thinking of the members of the Committee on the subject is in favour of the formation of boards at taluka level, whose work would be coordinated by an official of the State Government at the State Headquarters.

General outline of a Taluka Board

VII.13. A general outline of a Taluka Board is suggested as follows :—

Keeping in view the twin principles of natural justice that (a) no man shall be a judge in his own cause and (b) no man shall be condemned unheard and to avoid any inordinate delay for the disposal of cases of social disabilities, it is proposed that the Board should have the following two Wings, quite independent of one another :

(3) Highway and Public Works Commission *Vs.* Cobb 1939 2 S.E. 2 D. 265.

Haripal, under whom will function.

(I) Administrative Wing, which will also include an investigatory section.

(II) Hari Adhikaran. (Quasi-Judicial Wing.)

I. *Haripal, the Administrative Wing*

This Wing will be put under the charge of a person known as Haripal who will be assisted by suitable number of Supervisors, field examiners and other office staff.

II. *Investigation Section*

The Investigation Section consisting of a Supervisor and suitable number of Field Examiners will work under the Haripal.

III. *Hari Adhikaran (Quasi-judicial Wing)*

The Hari Adhikaran will consist of suitable number of members well versed with the problems of rural life one of whom should be a member belonging to the Scheduled Caste. The Committee is not insisting upon the members of the Quasi-Judicial Wing to be drawn necessarily from men of law, but would recommend to the Government that they may be persons of sound common sense, capable of coming to reasonable conclusions and what is important, men who have their roots in the soil. As the problems which may come up for solution before the Quasi-Judicial Wing are likely to have a rural bias, it is essential that the members know for themselves how the vast majority of the Indian village folk live.

The very evolution of the common law has been predicated upon the recognition of the principle that ratiocination should not be divorced from the intuitive of natural justice and what to speak of criminal cases, even complicated civil cases involving questions of the law of contract are referred to the jury in certain jurisdictions. It is merit of the common law that it decides the case first and determines the principle afterwards. It is this merit which prompted Lord Mansfield[1] to advise to a business man who was suddenly appointed judge, that he should state his conclusions and not give his reasons, as his judgment would probably be right and the reasons certainly wrong. The same principle has application to the adjudication of disputes by arbitrators who are expected to pronounce an award after hearing the evidence adduced by the parties without making it obligatory upon him to state the reasons culminating in the award. The adjudication of disputes by the various Nyaya Panchayats established under the authority of the States Act is too well known to be discussed in detail. The analogies from other fields of settlement have been marshalled with the sole hope that this suggestion of the Committee to constitute a Quasi-judicial Wing from out of the persons having roots in the soil who may not necessarily be lawyers would be understood in the proper perspective.

FUNCTIONS

I. *Administrative Wing*

The Wing would be charged with the following functions and duties :—

(a) To carry out public enlightenment and publicity concerning Constitutional and legal provisions relating to Untouchability;

(b) To render positive assistance and encouragement to the members of the Scheduled Castes seeking their rights of equality guaranteed under the Constitution;

(c) Matters concerning investigation into and the collection of information relating to the cases of alleged social disabilities;

(d) To prosecute such cases relating to social disabilities as are deemed worth prosecutions before the Judicial Wing;

(e) To initiate action in prosecution of such cases in regular criminal courts if the Haripal so certifies;

(f) In case of revisions preferred by the accused, to put up necessary defence.

II. *Investigation Section*

(a) It will be the duty of this section to investigate into all the cases of social disabilities.

(b) The Field Examiner of this section will tour in his area, investigate into any alleged misconduct or offence and study the pattern in which such inhuman practices are committed. He will mark the focal points in his area and send his weekly report to the Supervisor at the Taluka Headquarters. He will also look into and investigate the complaints received either by him or by the Board.

(1) Quoted by Holmes in Codes and the Arrangement of the Law, 5 Am. L. Rev. 1, reprinted in 44 Harv. L. Rev. 725, 1931.

(c) The Supervisor will depute another Field Examiner or go himself to look into the matter. On his confirmatory report which must be submitted within seven days, the Supervisor will put the matter before the Haripal.

(d) On receiving a report from the Supervisor, the Haripal will issue notice to the persons alleged to have practised social disabilities, to appear before him within 15 days from the date of issue of them to give proof of their having abandoned, such notice.

(e) In case the respondents explain their conduct to the Haripal and undertake not to indulge in such practices thereafter, a further time of 15 days would be given to such practices.

(f) If the Haripal does not hear from the accused within 15 days of the issue of the notice, the case will be referred to the quasi-judicial wing.

(g) In case the respondents fail to adduce proof as contemplated in (e) above, the Administrative Officer will lodge a complain to the Quasi-Judicial wing.

(The notice to be issued in case where the act of enforcing social disabilities cannot be attributed to a single individual but is a result of high handedness of a group of persons may be delivered first to the leading persons in the village, failing which to the village panchayat).

III. *Quasi-Judicial Wing*

I. The Wing will be clothed with the following powers :—

(a) Enforcing the attendance of any person and examining of doer.

(b) Requiring the discovery and production of documents.

(c) Receiving evidences on affidavit.

(d) Issuing Commission for the examination of witnesses.

(e) To grant ad-interim injuctions from doing or refraining from doing a thing.

(f) To issue prohibitory and mandatory injuctions against the persons or body of persons ordering them to do or refrain from doing something.

(g) To grant damages not exceeding Rs. 2,000 to the aggreived party.,

2. An order passed by the Wing would be treated as an order/decree passed by a Civil Court.

PROCEDURE

1. On receipt of a complaint from the Haripal or an authorised Officer, the Wing shall issue *summons* to the Respondent mentioned in the complaint.

2. The Wing shall thereupon proceed to hear the Administrative Wing as well as the Respondent. The Wing shall follow the principles of natural justice in the matter of affording reasonable opportunity to the Respondent in meeting the case of the Administrative Wing and ensure that none of the Members of the Wing, are in any manner trying to judge their own cause. However the provisions of the codes of Civil Procedure, code of criminal Procedure and the Evidence Act will not apply to the trial before the Hari Adhikaran.

3. As the Quasi-Judicial wing is not a court, the provisions of the Indian Evidence Act, will not apply to the procedure before it but it may follow the principles of Evidence Act relating to civil cases in so far as it is practicable. However, if the Administrative Reforms Commission or a like body on a future date codifies the law on the subject of such procedure, the same may be made applicable to the quasi-judicial wing.

As regards procedure to be followed by the quasi-judicial wing in coming to the finding as to whether an act of social disability has been committed by the Respondent, it would be necessary to touch briefly the varying standards applicable to Criminal and Civil cases.

As the Untouchability (Offences) Act stands at present, it is necessary to prove *mens rea* on the part of the accused in order to bring home the guilt to him. A statutory reversal or presumption or burden of proof has been inserted in Section 12 of the Act whereunder if an act of untouchability is proved to have been committed with respect of a member of the Scheduled Castes, the guilty intention is presumed.

The question whether *mens rea* is an essential ingredient for offences which are known as public welfare offences, has been a subject of much discussion during the recent years. The United States Supreme Court in Morissette[1] is regarded as judicial

(1) Morissette Vs. United Statos, 342 U.S. 246. 2. Sayre Public Welfare Offences, 33 Col. L. Rev. 55, 73, 84,

thinking on the cross roads of the theory of *mens rea*. It was a case of Larceny and the Court while coming to the conclusion that the defendant did not have the guilty intention observed that the doing away with the requirement of a guilty intent is a manifest impairment of the immunities of the individual and should not be extended to common law crimes on judicial initiative.

However the Court noted that after the Industrial Revolution a number of administrative regulations which can actually be called "Public Welfare Offences" have sprung up which called into exceptions new duties and crimes which disregarded any ingredient of intent. Legislation applicable to such offences, as a matter of policy does not satisfy intent as a necessary element. Secondly, it will have to be noted that *Morissette* is confined to such of the cases which are known as common law crimes. Sayre[2] cites a large number of cases that fall roughly into the following sub-divisions :

(1) Illegal Sales of intoxicant liquor.
(2) Sales of impure or adulterated food and drugs.
(3) Sales of mis-brand articles.
(4) Violation of anti-narcotic acts.
(5) Criminal nuisances.
(6) Violation of traffic regulations.
(7) Violation of motor vehicle laws.
(8) Violation of general police regulation passed for the speedy health or well-being of the community.

In cases where public pressure to convict is strong as much as the cases of criminal syndicalism or sedition, some of the American States have accomplished the purpose by dispensing with the element of intent. However, their Supreme Court has held in *Cramer*[1] that innocence of intent will defeat a charge even of treason. Our Supreme[2] Court has also held that even for proving an offence under Essential Commodities Act, *mens rea* on the part of the accused is a *sine qua non*.

As far as the Untouchability Offences are concerned, it will have to be conceded that they would not fall within the check lists of public welfare offences and hence it would be difficult to do away with the element of *mens rea*.

Section 12 of the Untouchability Offences Act seeks to incorporate a statutory reversal of burden of proof when an act constituting an offence under the Act is committed in relation to a member of a Scheduled Caste. This shift of burden take place when the prosecution is able to discharge the initial or the evidential burden. As this provision was debated upon in the Parliament as adumbrated earlier (pp.......18....). We may examine whether such a statutory reversal is likely to prove oppressive to the accused though obviously it comes to the help of the prosecution. There was controversy as to whether the burden on the accused is of the same degree as rests on the prosecution in a case where the statutory reversal is not provided for. The matter has not been set at rest by the case[3] where the Court said :—

"In our judgement in any case whether either by suit or by common law some matter is presumed and unless the contrary is proved, the jury should be directed that it is for them to decide whether the contrary is proved, that the burden of proof required is less than that required at the hands of the prosecution for proving the case beyond a reasonable doubt and that the burden may be discharged by evidence satisfying the jury of the probability of that which the accused is called upon to establish."

The statutory reversal of burden of proof is a special-in-aid designed to help the prosecution in the matter of proof of its case in difficult areas like the one with which we are concerned here, there does not seem to be any hardship caused to the accused by the reversal and hence this practice may be continued.

As far as the quantum of proof in a criminal case is concerned it is well-settled that the prosecution must prove its case beyond reasonable doubt. In the words of Lord Atkin[4]. "It is an essential principle of our criminal law that a criminal charge has to be established by the prosecution beyond reasonable doubt." The philosophy under-

1. 325 U.S. 1.
2. Nathu Lal *Vs.* State of M. P. AIR. 1966-SC-43.
3. Carr. Briant (1943) B. 607 (C.C.A.)
4. Lawrence (1933) A.C. at 707 (P.C.)

lying the rules is the oft-quoted maxim that it is better that ten guilty persons should escape than *one innocent suffer.* The 'reasonable doubt' formula has been traditional in all parts of the world where the common law is accepted including the United States. An attempt was made by Lord Goodard C.J. in England when he recommended in its place a direction that the jury should be "satisfied" of guilt so that they can feel sure even reasonably satisfied.[1]"

However, it did not work and convictions were quashed for lack of a direction on the benefit of a doubt"[2].

As far as the criminal courts administering under the U.O.A. are concerned we have no doubt in our mind that the traditional formula of proof beyond reasonable doubt will have to be applied but what about the finding of an act of untouchability to be ascertained by the quasi-judicial body which we propose to set up for the working of the Act ? Will it be necessary for the Members of the quasi-judicial tribunal to apply the same formula in deciding the cases referred to it by the Haripal ?

It is to be remembered that the quasi-judicial body is essentially a civil board as opposed to the criminal court in as much as it has no powers to punish people. How will the members of the Board address themselves to the task of weighing the evidence laid before them ? It is submitted that the test should be one of "Preponderance of evidence" rather than "proof beyond reasonable doubt". Edmund M. Morgan[3] has suggested formulation of civil cases as under "Does the evidence convince you that it is more likely or probably that occurred than that it did not occur ?"

What to speak about civil cases the State of Oregon has placed the burden of proof as regards the plea of insanity on the defendant "beyond reasonable doubt". This judgement[4] contains a separate dissent by Mr. Justice Frankfurter joined by Mr. Justice Black. It is a fact that it is the duty of the Government to establish the guilt of the accused beyond reasonable doubt and that this notion is a basic requirement and a safeguard of due process of law. However, even in this dissenting notion, Mr. Justice Frankfurter has observed that this duty of the State of establishing every fact of the conviction which adds up to a crime and of establishing it to the satisfaction of jury beyond reasonable doubt is the decisive difference between criminal culpability and social liability. The only exception is that they are limited classes of cases cariously characterised as *mala prohibita* or public torts or enforcement of regulatory measures.

QUANTUM OF PROOF

As far as the Criminal courts administering the Untouchability (Offences) Act, 1955, are concerned, we have no doubt in our minds that the traditional formula of proof beyond reasonable doubt will have to be applied. But may we ask—what about the finding of an act of untouchability to be ascertained by the Quasi-Judicial Wing which we propose to set up for the working of the Act ? Will it be necessary for the Members of the Quasi-Judicial Wing to apply the same formula in deciding cases before them ? It may be submitted that the Quasi-Judicial Wing is though not a court, has the trappings more of a civil court than criminal court in as much as it has been clothed with powers to issue injuctions etc., its orders having the force of decree passed by a civil court. It is submitted that the test of weighing the evidence led before the Wing should be one of "preponderance of evidence" rather than "proof beyond reasonable doubt". Edmund M. Morgan has suggested a formulation of civil cases as; 'does the evidence convince you that it is more likely or probable that occurred than that it did not occur'* which appears to us to be the near correct guideline for the members of the Quasi-Judicial Wing.

SANCRIONS

As regards the power of recommending administrative sanctions and general provisions regarding the Quasi-Judicial Wing, they may be on the following lines :

1. If the Wing is satisfied that social disabilities have been practised and doer has been the village community, it may recommend to the State Government such measures as it may deem fit including the following—

(a) Stoppage of developmental and other grants.

1. Summers (1952) 1 All. E. R. 1059, Kritz (195) 2K. B. 82 (C.C.A.)
2. Hepworth (1955) 2 Q. B. 600 (CCA)
3. Some problems of proo" under the Anglo saxon system of Litigation (New York 1956) 84-85.
4. Leland Vs. Orcgon 343 U.S. 790.

*Quoted by Glaville williams in Criminal Law : the General Part, 2nd Edition, Stevens, 1961; Page 884.

(b) Stoppage of grants-in-aid to schools.

[The grants mentioned above would be resumed only when the Taluka Board is satisfied that no social disabilities are practised thereafter in the village, about which the villagers will have to satisfy the Board. In case of failure of the villagers to abandon such practices in spite of the above measures, the Wing will recommend stoppage of any or all grants sanctioned for the village and the suspension of Gram Panchayat. It may be revived when the villagers give a clear proof of their having abandoned the practice of untouchability. Within 15 days, after which another Field Examiner (Other than the reporting and confirming the acts of such practices) would be deputed to investigate whether the villagers are really conforming to the spirit in which the undertaking was given].

Amendments to the Untouchability (Offences) Act, 1955.

VII. 14. The suggested Boards would work full capacity in matters of adjudication of problems relating to the practice of social disabilities. From the formulation of the Boards it would be clear that such of the persons who want to mend their ways can do so before facing a prosecution. In the case of die-hards who warrant a deterrent punishment the cases will go to the court of law.

VII.15. After ascertaining the views of State Governments Officials and non-officials in this regard some of which are tabulated in Annexure. XV (a-b), we suggest that the following amendments may be made in the Untouchability (Offences) Act, 1955.

A. Section 1 (1) The State Government may by notification in the official gazette appoint a person to be known as a Hari Pal for a Taluka or part thereof to carry out the purposes of the Act.

(2) The Hari Pal shall be assisted by a Secretariat and by a tribunal known as "Hari Adhikaran" and consisting of such appointed members as may be prescribed so however that one of the members of the Hari Adhikaran shall be a person belonging to Scheduled Castes.

Explanation

In this Section the expression 'Scheduled Caste' shall have the same meaning as in the Constitution. Section 2(1) A person shall be disqualified for being appointed as a Hari Pal or a member of Hari Adhikaran :

(a) if he holds any office under any gram panchayat of a nayay Panchayat or an elected body;

(b) if he is of unsound mind;

(c) if he is an undischarged insolvent;

(d) if he has been dismissed from service under the Government or a local authority for mis-conduct;

(e) if he has been sentenced b ya criminal court to imprisonment for any offence involving moral turpitude such offences having been not pardoned.

(2) If any question arises as to whether a person has become subject to any of the disqualifications mentioned in sub-section (1) the question shall be referred to the prescribed authority whose decision shall be final. Section 3(1) The members of Hari Adhikaran shall elect in the prescribed manner one from amongst themselves to be the chairman and another to be the Vice-Chairman.

3(2) The Chairman and in his absence the Vice-Chairman shall preside over the sitting of the Hari Adhikaran.

3(3) In the absence of the Chairman or the Vice-Chairman the Hari Adhikaran may nominate one of its members to preside over any sitting of the Hari Adhikaran.

Section 4—The Hari Pal or any member of the Hari Adhikaran :—

(a) may, at any time by writing under his hand addressed to the prescribed authority resign his office;

(b) may be removed from office for mis-conduct by the State Government.

Section 5. *Functions of Hari Pal*

It shall be the duty of Hari Pal to carry out the following functions :—

(a) to carry out public enlightenment and publicity concerning constitutional and legal provisions relating to untouchability;

(b) to render positive assistance and encouragement to the members of the Scheduled Castes seeking to enforce their rights of equality guaranteed under the Constitution;

(c) to conduct investigations, sample surveys and collect information relating to cases of alleged social disabilities;

(d) to prosecute such cases relating to social disabilities as are deemed worth prosecution before the Hari Adhikaran;

(e) to initiate action in prosecution of such cases in regular criminal courts if the Hari Adhikaran so certifies.

Section 6

(a) The State Government shall appoint such number of Field Examiners and Supervisors as may be prescribed to aid the Hari Pal in carrying out his functions under the Act.

(b) In investigating offences under the Untouchability Offences Act, the Hari Pal shall not institute a case Supervisors shall have the same powers as an officer-in-charge of a Police Station under the Code of Criminal Procedure, 1898. The Hari Pal shall not institute a case in a criminal court unless the Hari Adhikaran certifies that other remedies under this chapter have failed to produce the desired result.

Functions of Hari Adhikaran

Section 8. Upon the complaint in writing being made by an officer authorised by the Hari Pal in that behalf, alleging that a person has committed an offence punishable under this Act, the Hari Adhikaran shall enquire into the allegation. Section 9(1). The Hari Adhikaran shall for the purposes of this Act have the same powers as are vested in a Court under a Code of Civil Procedure, 1908, when trying a suit in respect of the following matters, namely :

(a) Enforcing the attendance of any person and examining him on oath;

(b) Requiring the discovery and production of documents;

(c) Receiving evidences on affidavit;

(d) Issuing commission for the examination of witnesses; and

(2) Any proceeding before the Hari Adhikaran under this Act shall be deemed to be a judicial proceeding within the meaning of sections 193 and 228 of the Indian Penal Code.

Section 10 (1) The provisions of :—

(a) The Court Fee Act, 1870;

(b) The Code of Criminal Procedure, 1898;

(c) The Code of Civil Procedure, 190B;

(d) The Indian Exidence Act, 1872.

shall not apply to any trial, before a Hari Adhikaran.

(II) The procedure to be followed by a Hari Adhikaran in any trial shall be in accordance with the principles of natural justice and may be prescribed by rules made in this behalf.

Section 11(1) Every act involving practice of untouchability against any person shall be treated as a tort committed against such person and the Hari Adhikaran may award damages in respect of such torts or pay an amount which may extend to Rs. 1000.

(2) The Hari Adhikaran shall have powers to grant preventive relief by injuctions temporary perpetual or mandatory in respect of any practice of untouchability.

(3) When the Hari Adhikaran is satisfied that the Defendant is practising untouchability in any form and invading the fundamental right of the members of Scheduled Castes, it shall be presumed that there exists no standard for ascertaining the actual damage caused or likely to be caused by such invasion and that the invasion is such that pecuniary compensation would not afford adequate relief.

12. An appeal shall not lie from any order passed by the Hari Adhikaran but the District Judge within the local limits of whose jurisdiction the Hari Adhikaran is situated, may call for the records of any case which has been decided by the Hari Adhikaran and if the latter appears—

(a) to have exercised a jurisdiction not vested in it by law, or

(b) to have failed to exercise a jurisdiction so vested, or

(c) to have acted in the exercise of his jurisdiction illegally or with material irregularity,

the District Judge may make such order in the case as he thinks fit.

13. The Hari Adhikaran shall try to bring about a settlement between the parties before passing final orders.

14(I) The Hari Adhikaran may make such recommendations as it deems fit to the State Government for the eradication of the practice of untouchability in the State.

(II) In particular, and without prejudice to the generality of the foregoing power, such recommendations may provide for stoppage of grant in aid to the Panchayat or any constituted representative body or any charitable or religious institution or group

of persons of the area where such a practice of untouchability is being followed.

(B) *Provision for minimum Punishment*

I. The words occurring in Sections 3 to 7 of the Act as "shall be punishable with imprisonment which may extend to six months or fine which may extend to five hundred rupees or with both" may be substituted by "shall be punishable with imprisonment for a term which shall not be less than 3 months, but which may extend to 6 months and shall also be liable to fine which shall not be less than 50 rupees, but which may extend to 200 rupees."

II. Section 11 of the Act may be substituted by :—

"Whoever having already been convicted of an offence under this Act or of any abetment of such offence is again convicted of any such offence or abetment, shall be punishable—

(a) For a second offence, with imprisonment for a term which shall not be less than six months, but which may extend to one year and shall also be liable to fine, which shall not be less than 200 rupees, but which may extend to 500 rupees.

(b) For a third and subsequent offences, with imprisonment for a term which shall not be less than one year, but which may extend to fine which shall not be less than 500 rupees but which may extend to 1,000/- Rupees.

(C) *Provision for compromise.*

Section 15(b) of the Act, which reads "every such offence may, with the permission of the Court, be compounded" may be deleted.

(D) The question whether convictions for offences of moral turpitude should, *ipso facto* disqualify a person from being entitled to seek elections to the Houses of Parliament or State Legislatures is currently agitating the minds of the legislators as is evident from the proceedings in the Parliament about the debate on the Representation of Peoples Act[1]. The Hon'ble members have suggested that persons convicted for social offences like, hoarding, profiteering, black-marketing, should be disqualified from seeking elections. It is suggested that a person convicted of an offence under the U.O.A. may also be disqualified likewise. If the debates do not result in an amendment the inclusion of offences like, black-marketing, hoarding, etc. in the list of offences like offences entailing disqualification, Section 139 of the Representation of Peoples Act may be amended as follows :—

"139(1)(c), offences punishable under Sections 3 to 7 or 11 of the Untouchability (Offences) Act, 1955."

(E) The disqualification may also extend to :—

(i) Entry in Government service;

(ii) Entry in the service of a Government or undertakings or Companies;

(iii) Entry in the service of a local body;

(iv) Black-listing of the person convicted as well as a firm in which he holds considerable pecuniary interest under the standardised code;

(v) Holding of public office like that of a Panch, Sarpanch, Pradhan, member of Zila parishad, Municipality, etc.

(e) The U.O.A. may be suitably amended with a view to incorporating the amendments suggested by the Committee.

(F) For the existing definition of the "place of public worship" occurring in Section 2(d) of the Act insert the following definition :

'place of public worship' means a place, by whatever name known *and to whomsoever belonging* which is used as a place of public religious worship or which is dedicated generally to, or is used generally, by, person professing any religion or belonging to any religious denomination or any section thereof, for the performance of any religious service or for offering prayers therein; and includes all lands and subsidiary shrines appurtenant or attached to any such place;

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1. See any newspaper dated 23-11-1966.

ANNEXURE I

(Reference Page 34)

Statement showing the Grants-in-aid released by Government of India and expenditure incurred with respect to important All India Organisations working for the welfare of Scheduled Castes.

(Rs. in Thousands:)

Name of Agency	Grants -in-aid									
	1956-57	57-58	58-59	59-60	60-61	61-62	62-63	63-64	64-65	65-66
All India Harijan Sevak Sangh .	335·3	324·6	286·3	302	277·1	381·5	412·5	378·5	451·8	443·6
Bhartiya Depressed Classes League	232·0	225·0	222·3	..	145·8	168	143	100·0	131·8	120·1
Iswar Saran Ashram . .	90·0	64·0	40·9	62	3,056·8	153·1	64·9	26·0	N.A.	87·6
Bharat Dalit Sevak Sangh .	..	47·7	78·9	72·4	70·9	85·4	62·5	42·6	0·693	..
Ramakrishna Mission . .	..	..	10·0	10·0	Nil	32·5	27·0	14·0	..	22·5
Servants of India Society . .	64·1	63·5	104·0	62	69·3	95	87·5	96·9	..	..
Indian Red Cross Society .	..	..	..	79·2	52·00	N.A.	25·7	42·7	1,523	155·3

(Rs. in Thousands)

Name of Agency	Expenditure incurred									
	1956-57	57-58	58-59	59-60	60-61	61-62	62-63	63-64	64-65	65-66
All India Harijan Sevak Sangh .	335·1	313·9	286·5	293·5	255·0	343·1	350	331·1	280·1@	424·4
Bhartiya—Depressed Classes League . . .	216·6	198·3	198·8	..	N.A.	120·2	..	115·6	..	N.A.
Iswar Saran Ashram . .	87·2	64·0	40·9	69·8	56·3	48·4	72*	67·4	..	..
Bharat Dalit Sevak Sangh .	..	47·7	78·9	N.A.	N.A.	85·4	N.A.	N.A.	..	..
Ramakrishna Mission .	..	Nil	N.A.	Nil	32·5	..	27·1*	N.A.	..	N.A.
Servants af India Society : .	56·4	.63.2	94.1	62·1	92.5	88.7	96	N.A.	..	N.A.
Indian Red Cross Society .	..	..	..	N.A.	52·00	N.A.	30·7	42·5	122·5	154·7

1. Commissioner's Report 1959-60 to 1963-64.
2. Annual Report of H.S.S.
3. Report of the Deputy Commissioner for Scheduled Castes and Scheduled Tribes, Rajasthan for the year 1965-66.

@Expenditure for propaganda only.

*Include the institution share also.

ANNEXURE II

(Reference Page 36)

Table showing the classification of States/Union Territories based on the attitude towards Voluntary Organisations

States which feel that Voluntary Organisations Should be given maximum freedom and encouragement as possible	States which (encourage Voluntary Agencies but feel that effective control over their working is essential	States which feel that though the role of Voluntary Agencies should be limited they should be given maximum freedom in their activity	States which not only limit the scope of activity but also want effective control over the working of Voluntary Agencies	Other States/Union Territories:
1	2	3	4	5
1. Tamil Nadu	1. Bihar	1. Assam	1. Kerala	1. Andhra Pradesh
2. Orissa	2. Gujarat	2. Mysore	2. U.P.	2. J. & K.
	3. Maharashtra	3. M.P.	3. M.P.	3. Nagaland
	4. Rajasthan	4. Delhi	4. Manipur	4. Punjab
		5. Tripura		5. West Bengal
		6. Goa Daman and Diu		6. Laccadive
				7. Pondicherry
				8. Dadra & Nagar Haveli
				9. Andaman & Nicobar

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ANNEXURE III

(Reference Page 36)

Table showing the classification of States/Union Territories based on encouragement given to Voluntary Organisations

States which feel that the role of Voluntary Organisations for the removal of untouchability is significant and maximum encouragement should be given	States which feel that the role of Voluntary Agencies for the removal of untouchability is limited	States which feel that the role of voluntary Agencies for the removal of untouchability is practically nil	States which feel that untouchability is not a problem and hence the Voluntary Agencies have no role to play:
1	2	3	4
1. Bihar	1. Assam	1. Andhra Pradesh	1. Punjab
2. Gujarat	2. Kerala	2. J. & K.	2. West Bengal
3. Tamil Nadu	3. Madhya Pradesh	3. Pondicherry	3. Nagaland
4. Maharashtra	4. Mysore		4. Laccadives & Minicoy
5. Orissa	5. U.P.		5. Dadra & Nagar Haveli
6. Rajasthan	6. Delhi		6. Andaman & Nicobar
	7. Manipur		
	8. Tripura		
	9. Himachal Pradesh		
	10. Goa, Daman & Diu		

ANNEXURE IV

(Reference Page 36)

Role of Universities

Sl. No.	Name of the University	Sl. No.	Name of the University
1.	Vallabh Bhai Vidya Pith	12.	Calcutta
2.	Delhi	13.	Banaras
3.	Agra	14.	Jabalpur
4.	Poona	15.	Jodhpur
5.	Madras	16.	Marathwada
6.	Roorkee	17.	Aligarh
7.	Saugar	18.	Baroda
8.	Rajasthan	19.	Utkal
9.	Bombay	20.	Allahabad
10.	Mysore	21.	Gujarat
11.	Osmania	22.	Annamalai.

ANNEXURE V

(Reference Page 38)

Work done by various units of Ministry of Information and Broadcasting for removal of Untouchability

All India Radio.—Air stations frequently plan and broadcast programmes relating to removal of untouchability. These programmes are presented in a variety of forms *e.g.* talks, dramas, plays, features, interviews, dialogues and discussions. In selecting these the audience, general or specific, are always kept in view. Personalities who are genuinely interested in the problem and have made a special study of the same are invited for broadcast. The number of programmes broadcast in this connection during the years 1961-62 to 1964-65 are as follows :—

Year	Play/sketch/feature	Dialogue/discussion/talk/interview	Poem/Miscellaneous	Total
1	2	3	4	5
1961-62	189	126	33	348
1962-63	89	288	18	395
1963-64	96	321	191	608
1964-65	108	360	87	555
				1,906

(Statistics for previous years are not available)

At the Central Programme Advisory Committee meeting held in September 1962, it was suggested that such judicial decisions and executive measures announced from time to time as have a bearing on different aspects of the problem of untouchability should be given adequate publicity through AIR programmes. This is being followed by all AIR stations.

Press Information Bureau.—Press Information Bureau issues from time to time press notes and hand-outs emphasising the legal, administrative and educative measures against untouchability. In the main, press publicity on this subject has centred round :

1. Statements by Ministers and official spokesmen on measures to root out this evil in the country.
2. Legal and educative measures against untouchability recommended by the Scheduled Castes Commissioner.
3. Proposals to provide for stricter punishment for untouchability offences.
4. Publicity for specific measures such as provision for special magistrates to try untouchability offences.
5. Working of and prosecution under the Untouchability Act.
6. Factual information regarding number and scope of Untouchability offences.
7. Instructions issued from the Centre to the States, from time to time, for strict enforcement of Law against untouchability.
8. Central grants for schemes to remove untouchability; and
9. Warning to Government servants against practicing untouchability in any form.

Broadly, the aim has been to emphasise the various measures taken to eradicate this evil in the country instead of stressing the extent to which it still prevails in some parts of the country.

Films Division.—Seven films were produced during the last ten years on eradication of untouchability. One of the films *viz.* "Children of God" was also released in cinema circuits in 1956 and the rest were distributed for screening through field units. Currently, a feature film on eradication of untouchability is under production. Besides, from time to time, items pertaining to the welfare, economic uplift etc. of the Scheduled Castes have also been included in the weekly news-reels produced by the Films Division.

Directorate of Advertising and Visual Publicity.—This Directorate endeavours to remove untouchability through the means of posters. There has been no programme of

publicity through Directorate of Advertising and Visual Publicity against untouchability subsequent to a decision taken in a meeting held in February 1963 to discuss the publicity programme on behalf of the Commissioner for Scheduled Castes and Scheduled Tribes welfare. In that meeting it was decided that the campaign against untouchability had reached a stage where no publicity through D.A.V.P. was necessary and this should be left to voluntary organisations who may be given necessary assistance. The meeting was attended by the officials of the Home Ministry.

Song and Drama Division.—No Specific publicity campaign on the eradication of untouchability was undertaken by this Division. However, references pertaining to untouchability are found in the following plays.

Hamara Gaon .	Hindi
Indra Puja . . .	Hindi
Kartarana Kammata .	Kannada
Namtache Begion .	Marathi
Mandi Pravesh . .	Kannada
Bal Vakyam Brahma Vakyam . . .	Hindi
Ithu Nammadu Nadnu.	Malayalam

Publications Division.—The Division has brought out two pamphlets 'Harijans to-day' and "All are equal in the eyes of God" in English. The latter is being brought out in Hindi and regional languages. Further, the Division has been publicising the removal of untouchability by including articles on the subject in the various journals brought out by them from time to time.

Directorate of Field Publicity.—The Directorate of Field Publicity endeavours to inform, educate and enlighten the people in rural and urban areas on the beneficial effects of untouchability not only on those who practise it but also for the country as a whole. Film shows, public meetings, group discussions, seminars and symposia, song and drama, photo posters exhibitions are employed to bring home to the people the urgent needs for discarding altogether this practice and eliminating the social evil. In addition, booklets and pamphlets on the subject were freely distributed to the people especially in those parts of the country where untouchability is still practised. The popular annual functions like the birth and death anniversaries of Saints, savants and social reformers like Swami Vivekananda, Jawahar Lal Nehru, Mahatma Gandhi, Lala Lajpat Rai, Guru Nanak, Guru Govind Singh, Bhagat Ravi Dass and Rishi Balmiki etc., were utilised for arranging intensive publicity on the subject. During the year 1964-65 alone, over 2,500 film shows, 300 public meetings and group discussions and 500 song and drama programmes were organised, besides a number of exhibitions on the subject. Publicity to suit the needs of particular areas was arranged in consultation with official and non-official agencies engaged in this vital task, and, though this planned collaboration, the Central units could reach a vast multitude.

ANNEXURE VI

(Reference Page 40)

Statement showing the number of Committees and Subjects specified at Panchayats, Panchayat Samiti and Zila Parishad level

Name of the State	Village Panchayat Functional Committee		Panchayat Samiti Standing Committee		Zila Parishad Standing Committee	
	No. of Commn. specified	Subjects specified	No. of Commn. specified	Subjects specified	No. of Commn. specified	Subjects specified
1	2	3	4	5	6	7
1. Andhra Pradesh.	4 or more	1. Agriculture 2. Public Health 3. Sanitation 4. Communications.	7 or more	1. Agriculture and Animal Husbandry 2. Cooperation and Industries 3. Social Welfare 4. Communications and Works 5. Welfare of Women 6. Children 7. Education 8. Taxation and Finance	7	1. Planning, Community Development and Communications. 2. Food and Agriculture Cooperation and Animal Husbandry etc. 3. Industries 4. Welfare of Women and Children 5. Social Welfare 6. Education, Medical and Public Health 7. Taxation and Finance.
2. Assam . .	No fixed number	Not specified	No fixed number	Not specified	No fixed number (at present)	1. Planning and Administration. 2. Sale of flats.
3. Bihar . .	8	1. Agriculture 2. Irrigation 3. Education 4. Finance 5. Sanitation 6. Public Health 7. Communications 8. Watch & Ward.	8 or more (can be increased with the app. of ZP)	1. Agriculture and Animal Husbandry & Cooperation. 2. Social Education, Local arts. 3. Public Health 4. Communications and Works. 5. Social Welfare Programmes for weaker sections. 6. Finance & Taxation. 7. Irrigation. 8. Education.	6(can be increased with the approval of Govt.)	1. Planning. 2. Agriculture 3. Industries 4. Education 5. Finance and Taxation. 6. Medical and Public Health.

4. Gujarat . .	3 or more	1. Production 2. Public Health and Public Works 3. Education	7	1. Administration 2. Production 3. Public Works.	7	1. *Administration* 2. Production 3. Public Works 4. Cooperation and Small Industries 5. Health 6. Social Welfare 7. Education
5. Jammu and Kashmir	1—5	For any terms of work assigned to Panchayat	..	..		..
6. Kerala . .	5 or more	1. Agriculture 2. Sanitation 3. Public Health 4. Communications 5. Education	..	..	..	..
7. Madhya Pradesh	7 or more	1. Agriculture 2. Education 3. Social Welfare 4. Taxation and Finance 5. Communications 6. Cooperation & Industries 7. General	7 or more	1. Agriculture 2. Education 3. Social Welfare 4. Taxation and Finance 5. Communication and Works 6. Cooperation and Industries. 7. General	8 (More Commn. with the approval of Govt.)	1. Planning and Community Development 2. Education and Social Welfare 3. Finance 4. Cooperation 5. Industries
8. Maharashtra .	No fixed number	Constitute a Committee on any subject assigned to it.	No provision to form Committee		7 (One standing 4 other subject Committees.)	1. Standing Committee 2. Finance (Social Welfare) 3. Works 4. Cooperation 5. Education. 6. Agriculture 7. Health.
9. Tamil Nadu .	No provision		3 or more	1. Appointments 2. Education 3. General purpose	5 (The D.D.G. can set up Committee for specific purpose)	1. Food and Agriculture 2. Industries and Labour 3. Public Works 4. Education 5. Health and Welfare.
10. Mysore .	3 or more	1. Agriculture 2. Health 3. Village Industries	6	1. Standing 2. Audit 3. Public Health 4. Agriculture 5. Village and Small Industries 6. Sch. Castes and Sch. Tribes Welfare.	No fixed number	D.D.G. can set up Committee for specific purposes.

ANNEXURE VI—*contd.*

1	2	3	4	5	6	7
11. Orissa . .	4 or more	1. Finance 2. Public Works 3. Education 4. Medical and Sanitation.	5 (Can be increased with Govt. sanction)	1. Planning, Finance, Budget. 2. Agriculture 3. Education and Health 4. Welfare of weaker sections 5. Communications Works	5 (Can be increased with the Government approval)	1. Planning, Finance, Budget. 2. Agriculture 3. Education and Health 4. Welfare of weaker sections. 5. Communications and Works. 6. Administration Co-ordination.
12. Punjab .	No fixed number	Not specified	3	1. Taxation, Finance 2. Agriculture, Irrigation etc. 3. Education, Social Welfare etc.	3	1. Taxation, Finance. 2. Agriculture Production etc. 3. Education, Social Welfare etc.
13. Rajasthan	1	Agriculture	4	1. Administration, Finance, Taxation and Welfare of Weaker Sections 2. Productive Programmes 3. Education including Social Education 4. Social Services including Rural and Handicrafts etc.	4	1. Admn., Finance and Welfare of Weaker Sections 2. Productive Programmes 3. Education 4. Social Services
14. Uttar Pradesh .	4	1. Agricultural Production 2. Land Management 3. Education 4. Welfare.	3 (May set up number of other Committees as well)	1. Kariakari 2. Utpadan 3. Kalyan	6 (More Committees can also be established).	1. Karya. 2. Vitta 3. Niyojan 4. Jan Swasthaya 5. Sarvajanik Nirman 6. Shiksha
15. West Bengal .	1 or more Committees for Anchal Panchayat	Subject not specified	7	1. Financial Establishment. 2. Public Health 3. Public Works. 4. Agriculture and Irrigation. 5. Industries and Co-operation 6. Public and Social Welfare. 7. Primary Education.	7	1. Finance and Establishment 2. Public Health 3. Public Works 4. Agriculture and Irrigation 5. Industries and Co-operation 6. Public and Social Welfare 7. Primary Education,

ANNEXURE VII

(Reference Page 46)

Statement showing awareness of the abolition of untouchability under law based on village studies published by the Registrar General of India

Sl. No.	Name of the State/U.T.	Name of the village	No. of persons interviewed	Awareness of the prohibition of untouchability under Law: No. of persons	Awareness of the prohibition of untouchability under Law: Percentage to column 4
1	2	3	4	5	6
1.	Andhra Pradesh	1. Kondiba	37	12	32·4
		2. Kotha Arnur	100	40	40·0
		3. Pasallapudilanka	100	40	40·0
		4. Unagatla	211	108	51·2
			448	200	44·6
2.	Gujarat	1. Magdalla	175	168	96·0
		2. Pachhatardi	36	1	2·8
			211	169	80·1
3.	Kerala	1. Eravipuram	126	126	100·0
		2. Thazhava	83	82	98·8
			209	208	99·5
4.	Madhya Pradesh	Jaitpuri	48	2	4·2
			48	2	4·2
5.	Tamil Nadu	1. Aladipatti	160	9	5·6
		2. Arkasanahalli	298	15	5·0
		3. Athangarai	357	211	59·1
		4. Ayyangarkulam	335	335	100·0
		5. Hallimoyar	63	2	3·2
		6. Iswaramoorthipal	332	1	0·3
		7. Kadambangudi	163	26	16·0
		8. Kadathuchery	150	85	56·7
		9. Kadukkara	243	28	11·5
		10. Kanakagiri	325	39	12·0
		11. Kottuthal Ashamkulam	243	95	39·0
		12. Pudukulam	331	28	8·5
		13. Thadagam	303	23	6·6
			3,309	800	27·1
6.	Mysore	1. Iggalur	359	142	39·6
		2. Keladi	347	327	94·2
		3. Nandigudi	55	37	67·3
		4. Narari	320	288	90·0
		5. Thannimani	112	212	100·0
		6. Vokkalevi	342	175	51·1
			1,535	1,081	70·4
7.	Orissa	Penthabahal	37	13	35·1
			37	13	35·1

ANNEXURE VII—*contd.*

1	2	3	4	5	6
8.	Punjab	1. Kalath	8	7	87·5
		2. Kunran	150	107	71·3
			158	114	72·1
9.	Uttar Pradesh	1. Adhkata Pahhaim Begum	150	89	60·0
		2. Barauli	196	94	48·0
		3. Beri Chahar	114	26	22·8
		4. Chawla	53	16	30·2
		5. Darkot	103	43	42·7
		6. Ghorpatta Malla	48	5	10·4
		7. Nagla Peru	93	18	19·4
		8. Pakri Bazurg	201	14	7·0
		9. Para	383	Nil	Nil
		10. Pidharwa	60	11	18·3
		11. Rafiulragar urf Raoli	146	70	48.0
		12. Suganagar Domri	158	47	30·0
		13. Thapli	120	4	3·3
			1,825	437	23·9
10.	West Bengal	Kannara	150	38	25·3
			150	38	25·3
11.	Delhi	1. Ambarhai	85	56	66·0
		2. Begumpur	143	61	42·7
		3. Bhalsua Jhangirpur	144	115	80·0
		4. Chatesar	80	32	40·0
		5. Gazipur	98	44	44·9
		6. Mandi	182	164	90·1
		7. Jhatikara	97	9	9·3
		8. Samalkha	92	69	75·0
			921	550	59·7
12.	Himachal Pradesh	1. Chitrari	80	80	100·0
		2. Kolar	172	162	94·2
		3. Moginand	68	68	100·0
			320	310	97·0
	Grand Total	56	9,171	4,018	43·8

ANNEXURE VIII

(Reference Page 47)

Awareness of the untouchability (Offences) Act, 1955 (A survey conducted in Sitapur District U.P. State)

The well known maxim "Ignorentia jus non-exeusat" sums up precisely the basis of the force of rule of law inasmuch as it declares that the people are supposed to know the lay of the land and a plea that the accused was not aware of the law is not tenable. Even then an argument is generally put forward that all and sundry are not expected to know each and every Act that could be spotted in the Statute Book.

Recalling the reactions of some of our respondents we may point out at the very outset that many of them wanted to know why such an importance is attached to Untouchability (Offences) Act, when people do not even know "Other very important enactments" like Hindu Marriage Act, 1955, Adoption and Maintenance Act, 1956, Hindu Minority and Guardianship Act, 1956. The importance of the Act lies in the fact that its objective is to abolish the practice of untouchability, the most inhuman of acts which can be committed by man against man, as also to bring in a radical change in certain traditional and deep-rooted values which tend to become a permanent barricade on our path towards emotional integration and national solidarity and to remove the spot from the Republican India. Apart from publication of the Act into various regional languages, the paraphernalia of the Government Machinery entrusted with the propaganda and publicity work about the various provisions of the Act make it abundantly clear that the Government wanted to assert that the Act is much more than a piece of social legislation and it should find a place of its own.

The present survey was undertaken with two-fold purpose—(i) To gauge the extent of awareness of the provisions of the Act and (ii) to judge the adequacy of the publicity campaigns carried out by the Government.

While carrying on the investigation, however, another important point also came to notice of the investigators as to how the people belonging to different castes look towards the Act. Thus the attitude of various castes and the Scheduled Castes themselves towards the provisions of the Act also become a point of our enquiry.

For purposes of conducting the survey Sitapur District*[1] of Uttar Pradesh was selected. A total number of 241 respondents were selected using "stratified random sampling*[2].

All the selected respondents were personally interviewed using a pre-tested interview schedule. After finishing the interview using the Schedule, the investigators also used to spend 5—10 minutes will all the respondents who were aware of the Act with a view to analyse the attitude of those who were aware of the Act towards its important provisions and opinion regarding general usefulness or otherwise of Untouchability (Offences) Act, 1955. Before analysing the findings of the study category-wise the general findings of the study are given below :—

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*(1) Sitapur District stands third among the 54 districts of Uttar Pradesh so far as the percentage of S.C. population (30·7%) is concerned. So far no cases under .Untouchability (Offences) Act. 1955 have been taken to court in the District. The District is a multi-caste one and is more rural than most of the districts in the State.

*(2) *Strata. 1—Govt. officials*—One in every two gazetted officers at the District Headquarters (selected at random using lot); and one in every three non-gazetted officers concerned with the welfare of S. C. at the District Headquarters (selected at random using lot).

Strata. 2—Police officials—One in every two officers above the rank of S.I. at the Headquarters (every alternate name from the list of officers) and one in every five officials below the rank of S.I. (every fifth name from the list of constables and head constables) at the H.Q.

Strata. 3—All the social workers at District Headquarters working in the field of Backward Classes Welfare.

Strata. 4—Urban population—One Multi-caste Muhalla (Tilak Nagar) was selected and every second household head was included in the sample.

Strata. 5—Rural population—(Village Kannukeda at a distance of 4 Kms. from the town limit was selected), and roughly half the household heads from every caste was selected.

The following table shows the extent of Awareness of the Untouchability (Offence) Act, 1955.

TABLE NO. 1

Table showing the awareness of the Untouchability (Offence) Act, 1955

Sl. No.	Category	Total No. of persons inter-viewed	Awareness of the prohibition of untouchability under law		No. of persons aware of the Untouchability (Offences) Act, 1955				
			No. of persons	Percen-tage to Col. 3	No. of persons aware of the existence of the Act	percen-tage to Col. 4	No. of persons aware of impor-tant provi-sions of the Act	Percen-tage of Col. 8 to Col. 4	Percen-tage of Col. 8 to Col. 3
1	2	3	4	5	6	7	8	9	10
1.	Govt. Servants	20	19	95·0	8	42·1	8	42·1	40·0
2.	Police officials	30	27	90·00	15	56·0	2	7·4	6·7
3.	Social Workers	10	8	80·0	2	25·0	2	25·0	2·0
4.	Urban population	81	42	51·9	5	28·0	5	12·0	6·0
5.	Rural population	100	32	32·0	..	..	..	..	..
	TOTAL	241	128	53·1	30	23·4	17	13·3	

It will be seen from above that out of 241 persons interviewed, only 128 persons *i.e.* 53.1% were aware even of the prohibition of untouchability under law. The awareness of the prohibition of untouchability was 51.9% and 32.0% among the urban and rural population respectively. Coming to the awareness of the existence of the Untouchability (Offences) Act, 1955, only 42.1%, 56.0%, 25.0% and 12.0% of the Government servants, police officials, social workers and urban population (of those who know the prohibition of untouchability under law) respectively, were aware of the existence of Act. None of the persons interviewed from rural popuation knew the existence of the Act. It may also be stated that no respondent except two official concerned with the Harijan Welfare, could name the Act correctly.

As regards the provisions of the Act, the figures are still very discouraging. It is a matter of great regret that only two police officials could tell something about the provisions of the Act. It would be quite pertinent to mention here the remarks of a senior police officer who told that he has "never seen the Act". Similar remarks came from a President of a Mohalla Kalyan Samity, a prominent social worker in the field of Harijan Welfare.

It was also found during the course of interviews with the people that they still looked towards the provisions regarding eradication of untouchability with an awe. Many a respondent looked askance at the interviewers, "Would we have to partake our bowl of meals with the Scheduled Castes"? Evidently, what one can bring out of this anecdote read with the table showing the awareness of the Act, is that there is a definite lack of propaganda regarding the provisions of the Act.

(I) *Police officials*

It is but natural to expect that at least the police officials, the custodians of law, are aware of the existence of some of the provisions of a very important piece of legislation, viz., the Untouchability (Offences) Act, 1955. But the survey reveals that the fact is far from the expectation.

The concern of the police officials with the Act is very important because it is only they who are to implement the provisions of the Act. Due to their unawareness of the said Act, they generally register cases of untouchability offences under the provisions of I.P.C. etc. In fact a committee appointed by the Madhya Pradesh Government has found that in some districts of M.P., complaining regarding the practice of untouchability were registered by the police under section 107 of the I.P.C. due to unawareness of the police officials of the Untouchability (Offences) Act, 1955. In one of the cases it was held by the Hon'ble Court to treat, "now at the stage of revision, to accept the contention that even though the charge before the trial court was only under 4(i) of the Act, but on the evidence the conviction should be altered into one under Section 6 of the Act, would in my opinion involve

prejudice to the accused, because at the trial, on more than one occasions, he was clearly informed by the trial court that he was being prosecuted only for contravening Section 4(i) without any reference to Section 6 of the Act. "Much relying on this factor, the Court set aside the conviction and sentence inflicted by the lower court. Such a situation could have been saved, had the case been registered and challanged under the relevant section of the Act.

It is found that 10% of the police officials interviewed are not even aware that Untouchability has been abolished, its practice in any form has been made punishable by our Constitution. Among those officials who are aware of the abolition of untouchability only 56% are aware of the Act. In other words 30% of the police officials interviewed are not aware that Govt. of India has passed an Act to effectuate the abolition of Untouchability and to prescribe punishment for the offence. It is also noted that though roughly three-fourth of the officials are aware of the existence of the Act none of them could give the name of the Act correctly. It is also significant to note that only 13.3% of these who are aware of the existence of the Act are aware of the provisions of the Act. Thus only 6.7% of the officers interviewed were aware of the provisions of the Act.

The awareness of police officials based on their religion/caste; levels of age, level of literacy, rank and the length of service, is given in the following Table:

Sl. No.	Religion/Caste	Total No. of Household heads interviewed	No. of persons aware of the prohibition of untouchability	No. of persons aware of the Act	No. of persons aware of the provisions of the Act	Percentage 4/3	5/4	6/5
1	2	3	4	5	6	7	8	9
	Hindu—S.C.							
	non-S.C.	21	19	10	1	90·48	52·63	5·26
	non-Hindus	9	8	5	1	88·89	6·25	12·5
	TOTAL	30	27	15	2	90	55·56	13·33
	Level of age	3	1	5	6	7	8	9
	Tomorrow	5	5	4	1	100	80	25
	Transitory (30—40)	20	17	8	1	85	47·06	12·5
	Yesterdays	5	5	3	..	100	60	..
	Levels of education							
	Literate	10	8	4	..	80	50	0
	Matric	13	13	7	1	100	53·35	14·29
	Graduate	7	6	4	1	85·71	66·67	25
	TOTAL	30	27	15	2	00	56·56	13·33
	Based on rank							
	Officers	15	14	8	1	93·33	57·14	12·25
	Officials (below the rank of S.I.)	15	13	7	1	86·67	53·33	14·29
	TOTAL	30	27	15	2	9	55·56	13·33
	Length of service period of service							
	Less than 10 yrs.	5	5	3	1	100	60	33·33
	10—20 years	15	13	..	..	86·67	46·15	..
	20—30 years	9	8	5	1	88·89	62·5	20
	More than 30 yrs.	1	1	1	..	100	100	..
	TOTAL	30	27	15	2	90	55·56	..

Analysis of the above tables reveal the following interesting aspects:

(1) There is not any significant difference as regards the awareness of Hindus and non-Hindus is concerned. Though the awareness of the prohibition of untouchability was slightly higher in case of Hindus the non-Hindus were better acquainted with the Act. The same is true with respect to the awareness of the provisions of U.O.A. The fact that there is no scheduled caste police official is also significant. This to a certain extent may explain why there is not much difference, with respect to the awareness of the Act, between the Hindus and non-Hindus.

(2) The age group 30-40 shows less awareness of the prohibition of the Untouchability and the Act. This age group, which we may call the transitory generation is probably so much over worked and tired that they do not evince any interest in things around them. It is however gratifying to note that the age group 20—30 the generation of the morrow shows a promisingly better awareness.

(3) It is perhaps surprising to note that there is no significant relation with respect to the literacy levels of the police officers. This is probably due to the fact that enough care is not taken to impress upon the police officials the importance of the Act. If the publicity of the Act was effective enough & if the teaching of the Act found an important place in the training and refresher course of the police officers, the better educated officers would have naturally shown a far better awareness.

TABLE No 3.1

1	2	3	4	5	6	7	8	9
Category	Religion/Caste							
Govt. servants	Hindus : S.C.	3	3	3	3	100	100	100
	Others	16	15	5	5	93·75	33·33	100
	Non-Hindus	1	1	0	0	100	00	00
Social warkers	Hindus : S.C.	7	5	1	7·43		20	100
	Others	2	2	1	1	100	50	100
	Non-Hindus	1	1			100	0	..
TOTAL		40	27	10	10	67·5	37·04	100

TABLE No. 3.2

Levels of age								
Govt. servants	Tomorrows	6	6	4	4	100	66·67	100
	Transitory	11	10	2	2	90·91	20	100
	Yesterdays	3	3	2	2	100	66·67	100
Social workers	Tomorrows	3	3	2	2	100	66·67	100
	Transitory	7	5	..	..	71·43	..	..
	Yesterdays	..	..	..	..	..	..	..
GRAND TOTAL		40	27	10	10	67·5	37·04	100

TABLE No. 3.3

Levels of Education								
Social workers	Illiterate	..	..	..	..	..	..	..
	Literate	3	3	..	..	100	..	..
	Matric	4	2	1	1	50	50	100
	Graduate	3	3	1	1	100	33·33	100
Govt. servants	Illiterate	..	..	..	..	..	..	..
	Literate	3	3	1	1	100	33·33	100
	Matric	4	3	1	1	75	33·33	100
TOTAL		40	27	10	10	75	37·9	100

(4) It is natural and reasonable to expect that the officers show a far better understanding and awareness of the problems of untouchability, and its prohibition under law and about some important provisions of the Act than the rank and file. It also shows that the fact is far from expectation. There is no significant difference noted between these two groups as regards the awareness of the Act and its provisions.

(5) The awareness of the prohibition of Untouchability and the Act is higher in two groups *viz. those who have put in less than* 5 years or those who have put in more than 30 years. It is thus not possible to say definitely whether there is any relation between the length of service and awareness pointed out. In general it may be that the failure *to show a better understanding of the problems* by the officers and the ineffectiveness of propaganda to emphasise the attention the untouchability offence should deserve are two aspects to be taken care of immediately. The importance of the Act is seldom *emphasised and asserted. It is no wonder* that a senior police officer has never seen the Act and that another officer responsible for prosecuting is completely ignorant about the Act.

II. *Government servants and social workers*

The three tables given on Page 78 (Table Nos. 3.1, 3.2 and 3.3.) give the religion/caste-wise, age-wise and literacy-wise figures in relation to the awareness of Government servants and social workers together.

Table No. 3.1 shows that while in respect of Government servants while religion or caste do not have any significant relevance as regards the awareness of the Act; in the case of social workers it is noted that Hindus other than Scheduled Castes show better *awareness of the Act. But in case of Gov*ernment servants it is the same group (Government servants who are Hindu other than Scheduled Castes) who show the least awareness of the Act. Though the over all position with respect to Government *servants is better than all the other groups* it should be pointed out that as much as 60% of them are not aware of the Act. The fact that social wŏrkers who are not Scheduled Caste show better awareness of the Act is perhaps due to the fact that only those who have a real interest in the field enter the field of Harijan Welfare from among non-Hindus.

Table No. 3.2 shows that the transitory generation, both in respect of Government servants and social workers show a lesser degree of awareness compared to tomorrows generation and yesterdays (These three classifications into generations are of course based on the basis of age of the respondent only). This observation is not without significance for it is the persons belonging to the transitory generation who are generally and predominantly found occupying responsible Government offices. It could therefore be emphasised that proper care should be taken so that the younger generation do not in course of time lapse into the attitude the transitory generation tempt to reflect through their awareness of the problems. As in the case of police officials, it is seen from table No. 3.3 that levels of education do not influence considerably the awareness of the Act or its provisions.

Urban population

It is but natural that the general population exhibit an utter lack of awareness of the Act when responsible Government officials, police officials, the custodians of law, and the social workers working in the field have all shown a deplorable lack of understanding and sensitivity as far as the problem of untouchability is concerned. That roughly half the respondents from the urban population are not even aware of the prohibition (only 51.9% are aware) and only 12% are aware of the Act clearly indicates the ineffectiveness of propaganda.

With a view to find out whether there is any significant relation between awareness and certain variable aspects like religion/caste, levels of age, levels of education, an attempt is made in the following Tables; table No. 4.1 to 4.3.

TABLE NO. 41

Religion/Caste	Total No. of House-hold heads inter-viewed	No. of persons aware of the prohibi-tion of untou-chability	No. of persons aware of the existence of the Act	No. of persons aware of the provi-sions of the Act	Percentage 4/3	5/6	6/5
1	2	3	4	5	6	7	8
Hindus : (*a*) S.C.	*51*	*30*	*5*	*5*	*58·82*	*16·67*	*100*
(*b*) others	19	8	..	..	42·11	..	..
Non-Hindus	11	4	..	..	36·36	..	..
TOTAL	81	42	5	5	51·85	11·91	100

TABLE No. 4.2

1	2	3	4	5	6	7	8
Levels of Age							
Tomorrows generation (below 30)	26	16	2	2	61·54	12·5	100
Transitory generation (30—50)	41	16	2	2	39·02	12·5	100
Yesterdays generation (above 50)	14	10	1	1	71·43	10	100
TOTAL	81	42	5	5	51·85	11·91	100

TABLE No. 4.3

Levels of Education							
Illiterate	28	7	..	..	25	..	..
Literate	34	22	3	3	64·71	13·64	100
Matric	14	10	1	1	71·42	10·00	100
Graduate & above	5	3	1	1	60·00	33·33	100
TOTAL	81	42	5	5	51·85	11·91	100

It is significant to note from the Table No. 4.1 that Scheduled Caste respondents exhibit a distinctly better awareness of the prohibition of untouchability as also of the Act. The comparatively low incidence of awareness among non-Hindus is probably owing to the more indifferent attitude.

It is important to note that the transitory generation (see Table No. 4.2) falls far below the incidence of awareness of the other two generations. As already indicated, probably the transitory generation of the time is far too occupied with other problems to show a lively interest in life around them.

As far as illiterates are concerned (see Table No. 4.3) there is obviously a very lower incidence of awareness.

Rural population; Tables from 5.1 to 5.3 give the relation between incidence of awareness and the variables with respect to rural population. As already pointed out the rural population exhibited the lowest incidence of awareness of the prohibition of untouchability and none of the respondents were aware of the Act.

VILLAGE POPULATION

TABLE No. 5.1

Religion & Caste-wise

Religion/Caste	3	4	5	6	7	8	9
Hindu : S.C.	59	17	..	..	28·81	..	..
Non-S.C.	34	13	..	..	38·24	..	..
Non-Hindus	7	2	..	..	28·57	..	..
TOTAL	100	32	..	..	32	..	..

TABLE No. 5.2

Levels of Age							
Tomorrows	39	11	..	..	28·21	..	..
Transitory	55	20	..	..	36·36	..	..
Yesterdays	6	1	..	..	16·67	..	..
TOTAL	100	32	..	..	32	..	..

TABLE No. 5.3

Level of Education							
Illiterate	51	12	..	..	23·53	..	..
Literate and above	44	16	..	..	36·36	..	..
Matric and above	5	4	..	..	80	..	..
Graduate and above	..	..	..	..	..	..	..
TOTAL	100	32	..	..	32	..	..

Table 5.1. shows that the incidence of awareness in the case of rural population is highest among Hindus other than Scheduled Castes. The reason why the rural population of Scheduled Castes do not shows a comparatively higher degree of incidence like their counterparts among urban population is probably explained by the larger number of illiterates among Scheduled Caste Rural population. However it may be noted that the Scheduled Castes are more aware about the prohibition of untouchability than the non-Hindus.

It is very significant to note that unlike the other categories it is the transitory generation (See Table No. 5.2) in the rural population that shows the highest incidence of awareness of prohibition of untouchability. This is not quite an accidental deviation. The deviation is probably owing to the fact that in the case of rural population it is the persons in this group who have the widest contacts and better communication with the changes outside the citadel of rural social structure.

It should also be noted (Table No. 5.3) that in case of rural population the incidence of awareness is definitely related to the education of level.

Summary and conclusions

The study reveals two aspects of problem clearly. Firstly there is an inherent weakness in the publicity machinery inasmuch as it is ineffective completely. Secondly it should be observed that the fact that there has been no case of untouchability registered in the District does not reflect, the complete non-prevalence of the social evil. On the contrary it is the lack of awareness of the Act which is responsible for this state of affairs.

It was also found during the course of interviews with the people that they still looked towards the provision regarding eradication of untouchability with an awe. Many a respondents looked askance at the interviewers "would we have to partake our bowl of meals with the Scheduled Castes?" Evidently what one can bring out of this anecdote read with the table showing awareness of the Act, is that there is a definite lack of imagination and boldness in our whole approach to the problem of removal of untouchability. Another attitude, commonly found, towards the problem among the general mass as also the officials is evasiveness. A highly educated advocate who happened to be one of respondents wasted about fifteen minutes explaining to us his philosophy of life when we told him the purpose of our interview in general. But when the investigators really requested him to spare us roughly two minutes to reply to the questionnaire he refused only on the ground that "he has no time". Another attitude towards the problem was that of indifference. One such typical example was noted when the investigators interviewed very responsible gazetted officer at the District Headquarters. The respondent replied to our queries by way of signals, shaking head or by keeping mum to questions they did not want to answer. It was later gathered that the officer was not dumb. These indifferent attitudes are often due to the lack of understanding of the problem.

The Committee feels that amiable phrases cannot be a substitute for work in a positive direction and the failure on the part of the authorities to make the masses aware of at least the existence of the act cannot be disguised by high sounding sentiments.

To change these unfavourable attitudes into favourable ones more determined efforts are necessary.

T2 Deptt. of SW/69—15

ANNEXURE IX

(Reference Page 48)

Proforma prescribed by the Ministry of Home Affairs, Government of India for the collection of information regarding number of cases dealt with under Untouchability (Offences) Act, 1955 for the quarter ending on.........)

S. No.	Name of the District/ State Union Territory	Relevant Section (including Sub-section) of the Act under which the case was registered during the quarter under report	No. of cases actually challaned by the Police	Disposal of cases sent to courts during the quarter under report.				Remarks showing the nature of the offence for which prosecution was launched in each case during the quarter ending under report	Disposal of cases pending on courts at he end of previous quarter.				Total	Remarks
				No. of cases pending in convic-tion	No. of cases pending in Acquit-tal	No. of cases pending in compoun-ding	No. of cases pending in courts		Convic-tion	Acquittal	Compoun-ing	Pending		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

ANNEXURE X

(Reference Page 48)

PROFORMA

Proforma prescribed by the office of the Commissioner for Scheduled Castes and Scheduled Tribes for the collection of information regarding cases dealt with under Untouchability (Offence) Act, 1955

Name of the State/Union Territory——————————

Calendar year——————————

No. of Cases registered with the Police during the year			Position of disposal at the end of the year				
Total (Cols. 2, 3)	Challaned	Not Challaned with reasons	Convicted	Acquitted	Compounded	Still pending with	
						Court	Police
1	2	3	4	5	6	7	8

NOTE :—The total of Col. 4 to 8 should tally with Col. 1.

ANNEXURE XI

(Reference Page 49)

Proforma used by the Committee for the collection of information regarding No. of cases registered and disposed of under Uniouchability (Offences) Act, 1955

Sl. No.	Years	Total No. of cases registered by the Police						Disposal of cases perding from last year					Duration of perding cases at the end of the year				
		No.	Not challaned	Challaned				No.	Convicted	Acquitted	Compounded	Pending	No.	Less than 1 year	Between 1-2 years	Between 2-3 year	More then 3 years
				No convicted	Acquitted	Compounded	Pending										
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	1955																
	1956																
	1957																
	1958																
	1959																
	1960																
	1961																
	1962																
	1963																
	1964																
	1965																

PROFORMA—2

Progress of disposal of all cases challaned under the Untouchability (Offences) Act, 1955

Name of the State/Union Territory————————

Calendar year————————

Period of pendancy	No. of cases
1	2
Over one year	
Over two years and above	

ANNEXURE XII

(Reference Page No. 48)

Statement showing number of cases dealt with under Untouchability (Offences) Act, 1955

Sl. No.	Name of the State/ Union Territory	Year	Number of Cases: Regd. with Police	Not challan-ed	Challaned: No.	Challaned: Convic-ted	Challaned: Acquit-ted	Challaned: Com-pounded	Challaned: Pend-ing	Disposal of cases pending from last year: No.	Con-victed	Acqui-tted	Com-poun-ded	Pend-ing	Duration of cases pending at the end of each year: Less than one Year	Bet-ween 1-2 Yrs
1	2	3	3(a)	4	5	6	7	8	9	10	11	12	13	14	15	16
1.	Andhra Pradesh . .	1955	..	..	..	..	..	..	..	..	..	..	..	..	..	..
		1956	4	..	4	3	1	..	..	..	..	..	..	..	..	..
		1957	8	2	6	2	1	2	1	1	..	..	..	..	1	..
		1958	13	1	12	1	6	5	..	..	..	..	1	..	..	..
		1959	10	2	8	6	..	1	1	..	..	..	..	..	1	..
		1960	10	..	10	2	1	3	4	1	..	1	..	..	4	..
		1961	6	1	5	..	3	2	..	4	..	1	2	1	..	1
		1962	3	..	3	2	1	..	..	1	..	1	..	..	..	..
		1963	2	..	2	..	1	..	1	..	..	..	..	..	1	..
		1964	2	..	2	1	..	..	1	1	1	..	..	..	1	..
		1965	8	1	7	1	5	—	1	1	..	1	..	..	1	..
			66	7	59	18	19	13	9	9	1	4	3	1	9	1
2.	Gujarat	1955	42	6	36	7	9	19	1	..	..	..	..	..	1	..
		1956	63	6	57	9	16	32	..	1	..	..	1	..	..	..
		1957	56	7	49	14	12	19	4	..	..	..	..	..	4	..
		1958	88	5	83	10	21	140	12	4	..	..	4	..	12	..
		1959	91	4	87	15	26	42	4	12	3	4	5	..	4	..
		1960	64	7	57	5	14	33	5	4	..	..	4	..	5	..
		1961	80	2	78	18	13	46	1	5	..	..	5	..	1	..
		1962	67	2	65	12	10	43	..	4	..	1	..	..	..	..
		1963	65	5	60	10	8	39	3	3	..	..	..	..	3	..
		1964	65	8	57	10	14	33	..	..	1	..	2	..	..	..
		1965	N.R.													
			681	52	629	110	143	346	30	30	4	5	21	..	30	..
3.	Delhi	1955	2	1	1	..	..	..	..	..	..	..	..	..	..	..
		1956	..	..	..	..	..	..	..	..	..	..	..	..	5	..
		1957	2	..	2	..	..	..	2	..	..	..	..	..	2	..
		1958	5	1	4	2	1	..	..	2	1	..	1	..	1	..

	1959	3	2	1	..	..	1	..	1	..	..	1	..	..	..
	1960	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	1961	3	..	3	..	..	..	3	..	..	..	..	..	3	..
	1962	3	1	2	..	..	1	1	3	1	..	1	1	..	1
	1963	1	..	1	..	..	..	1	2	1	1	..	..	..	..
	1964	4	..	4	..	..	..	4	1	..	..	..	1	4	4
	1965	N.A.													
		23	5	18	2	1	3	12	9	3	1	3	2	12	5
4. Himachal Pradesh .	1955	Nil													
	1956	5	..	5	3	1	1	Nil (1956 to 1964)							
	1957	2	..	2	..	..	2								
	1958	1	..	1	..	..	1								
	1959	2	..	2	2	..	..								
	1960	..	..	..	..	..	..								
	1961	2	2	..	..	..	..								
	1962	2	2	..	..	..	..								
	1963	2	1	1	1	..	..								
	1964	1	..	1	..	..	..								
	1965	Nil													
		17	5	12	6	1	5								
5. Manipur	1955 to 1958	Nil													
	1959	1	..	1	..	..	1	..	..	..	..	..	..	..	..
	1960 to 1965	Nil													
		1	..	1	..	..	1	..	..	..	..	..	..	..	..
6. Bihar	1955	N.A.	N.A.	2	..	1	1	..	N.A. (1955 to 1964)						
	1956	N.A.	N.A.	5	..	3	2	..							
	1957	N.A.	N.A.	4	1	2	1	..							
	1958	N.A.	N.A.	3	..	..	3	..							
	1959	N.A.	N.A.	5	2	3	..	..							
	1960	N.A.	N.A.	8	..	2	6	..							
	1961	N.A.	N.A.	4	1	1	2	..							
	1962	N.A.	N.A.	..	..	..	..	..							
	1963	N.A.	N.A.	1	..	..	..	1							
	1964	N.A.	N.A.	2	..	..	..	2							
	1965	N.A.													
				34	4	12	15	3							

ANNEXURE XII—*Contd.*

1	2	3	3(a)	4	5	6	7	8	9	10	11	12	13	14	15	16
7.	Jammu & Kashmir		1955 to 1963	N.A.												
			1964	2	..	2	..	..	1	2	N.A.					
			1965	N.A.												
				2	..	2	..	..	1	2						
8.	Kerala		1955	14	2											
			1956	21	8											
			1957	33	6											
			1958	30	2	Figures supplied are not reconcilable										
			1959	30	6											
			1960	12	1											
			1961	19	4											
			1962	41	4											
			1963	5	1											
			1964	13	4											
			1965	N.A.												
				218	38											
9.	Madhya Pradesh		1955 to 1960	N.A.												
			1961	68	N.A.											
			1962	24	N.A.	Figures supplied are not reconcilable.										
			1963	62	N.A.											
			1964	41	N.A.											
			1965		N.A.											
				195												
10.	Tamil Nadu		1955	N.A.												
			1956	69	..	69	46	12	5	6						
			1957	48	..	48	32	10	2	4						
			1958	82	..	82	48	13	8	13	N.A.					
			1959	57	..	57	23	17	8	9						
			1960	47	..	47	14	16	8	9						

	1961	58	6	52	21	22	9	.. }							
	1962	42	4	38	17	5	9	6 }							
	1963	86	9	77	39	21	14	3 }							
	1964	190	5	185	137	21	15	12 }							
	1965	N.A.													
		679	24	655	377	138	78	62							
11. Maharashtra . .	1955 } 1956 }	N.A.													
	1957	Figures supplied not reconcilable													
	1958	133	1	132	2	1	9	120			N.A.			120	N.A.
	1959	N.A.												N.A.	N.A.
	1960	45	10	35	9	1	6	19			N.A.			19	N.A.
	1961	38	5	33	15	4	2	12			N.A.			12	9
	1962	17	..	17	1	..	1	15			N.A.			15	..
	1963	35	17	18	3	1	3	11			N.A.			11	..
	1964	6	..	6	4	1	..	1			N.A.			1	..
	1965	N.A.													
		274	34	241	34	8	21	178			N.A.			178	9
12. Mysore . . .	1955	17	..	17	6	7	2	2	..	...	..	..	...	..	..
	1956	44	4	40	21	10	7	2			N.A.			2	..
	1957	26	3	23	10	8	3	2			N.A.			2	1
	1958	29	2	27	6	13	5	3			N.A.			Figures supplied are not reconcilable.	
	1959	79	4	75	24	23	16	12			N.A.				
	1960	89	2	87	18	25	28	15			N.A.				
	1961	65	5	60	18	14	14	14			N.A.			10	1
	1962	41	3	38	9	9	10	10			N.A.			Not reconcilable	
	1963	53	7	46	18	10	9	9			N.A.			9	..
	1964	31	7	24	5	3	6	10			N.A.				
	1965	33	9	24	4	..	1	19			N.A.				
		507	46	461	139	122	102	98			N.A.			23	2

ANNEXURE XII—*Contd.*

1	2	3	3(a)	4	5	6	7	8	9	10	11	12	13	14	15	16
13.	Orissa.	1955								N.A.						
		1956								N.A.						
		1957 to 1961	66	Details of disposal not given						N.A.						
		1962								N.A.						
		1963	3	Details of disposal not given												
		1964	2							N.A.						
		1965								N.A.						
			71													
14.	Punjab	1955 to 1960								N.A.						
		1961	2	N.A.	N.A.	..	..	1	..				N.A.			
		1962	8	N.A.	N.A.	2	3	2	..				N.A.			
		1963	6	N.A.	N.A.	2	2	2	..				N.A.			
		1964	10	N.A.	N.A.	3	3	3	1				N.A.			
		1965	12	N.A.	N.A.	..	2	6	4				N.A.			
			38	N.A.	N.A.	7	10	14	5				N.A.			
15.	Uttar Pradesh	1955 to 1958	71	13	58	20	15	8	15				N.A.			
		1959	23	3	20	10	1	1	8				N.A.			
		1960	13	..	13	..	2	3	8				N.A.			
		1961	10	..	10	2	5	3	..				N.A.			
		1962	9	..	9	3	5	..	1				N.A.			
		1963	17	2	15	2	..	..	13				N.A.			
		1964	24	..	24	1	..	1	22				N.A.			
		1965	29	..	29	2	5	7	15				N.A.			
		1966	28	..	28	3	5	2	15				N.A.			
		1967	19	..	19	..	1	3	18				N.A.			
			243	18	225	43	39	28	115				N.A.			

16. West Bengal	1955 to 1960	N.A.													
	1961	N.A.	N.A.	5	..	..	1	4	N.A.					4	1
	1962	N.A.	N.A.	8	..	6	..	2	4	..	2	2	..	2	..
	1963	N.A.	N.A.	3	..	..	1	2	2	1	..	..	1	2	1
	1964	N.A.	N.A.	1	..	..	1	..	3	..	..	3	..	..	..
	1965	N.A.													
		N.A.	N.A.	17	..	6	3	8	9	1	2	5	1	8	2

ANNEXURE XIII

(Reference Page 50)

Statistical information regarding No. of cases dealt with under the Untouchability (Offences) Act. 1955 for the quarter ending

Name of the District——————————

Name of the State/U.T.——————————

No. of cases registered with the Police during the quarter.	No. of cases not challaned			Cases challaned during the quarter (including those which were registered in the previous quarter but challaned during the quater under review; please put asterick with such cases)					
	For the quarter under review	For previous quarter	Reasons	Name/No. of the case	Facts of the case in brief	Relevant Section	Date of incidence	Date when the complaint was lodged with the Police	Date when the case was taken to the court
1	2	3	4	5	6	7	8	9	10

Cases challaned during the quarter (including those which were registered in the previous quarter but challaned during the quarter under review please put asterick with such cases)					
Date when the case was decided	Decision of the Court				
	Whether convicted		Whether acquitted (with reasons in brief)	Whether compounded (with reasons in brief)	Whether pending in the court at the end of the quarter
	(Fine in (Rs.)	Imprisonment (State term)			
11	12	13	14	15	16

Disposal of the cases pending in the court from previous quarter(s)								
Name of the case.	Date when the case was decided (stating the period of pendency	Decision of the court				Whether still pending		
		Whether convicted		Whether acquitted (with reasons in brief)	Whether compounded (with reasons in brief)	Less than 4 month	Between 4-5 months	Between 5-6 months
		Fine in (Rs.)	Imprisonment (state term)					
17	18	19	20	21	22	23	24	25

ANNEXURE XIV

(*Reference Page* 50)

(Reference paras 1·29 to 1·35)

Statement showing details of some cases decided by the lower courts under Untouchability (Offences) Act. 1955

Sl. No.	Name of the State/U.T.	Sl. No.	Alleged Act/form of untouchability	Date of incidence	Date of lodging the complaints with Police	Date of its hearing in the Court	Date when the case was decided	Time taken in the disposal of the case	Decision in the Court: Whether convicted: Fine In (Rs.)	Decision in the Court: Whether convicted: Imprisonment	Decision in the Court: Whether acquitted with reasons	
1	2	3	4	5	6	7	8	9	10	11	12	13
1.	Andhra Pradesh	1	Refusal to sell coffee	25-2-57	—	—	20-6-57	2 months 25 days	Rs. 2/- or 2 days s.i. in default	—	—	—
		2	-do-	8-6-57	—	—	6-9-57	3 months	Rs. 3/-	—	—	—
		3	A Harijan was neither allowed to touch the accused nor to go nearer his 'gadi' (sitting place)	8-11-57	—	—	7-2-58	-do-	—	—	—	—
		4	Prevention from entering temple.	18-4-59	—	—		4 months	Rs. 100/-	—	—	—
		5	Prevention from drawing water from a public water tap.	26-5-59	—	—	8-10-59	4 months 12 days	—	—	—	Yes
		6	Obstraction in the marriage procession going through a case Hindu locality.	16-8-60	16-8-60	28-11-60	21-12-60	4 months 15 days	—	—	Yes (some witnesses had turned hostile and had even compromised with the accused).	—
		7	Refusal to sell rice	7/8	13-10-60	—	18-5-61	7 Months 6 days	—	—	—	Yes (out of court)
		8	(*i*) Refusal to serve coffee. (*ii*) Prevention from entering a shop	1-8-60	5/6-5-60	—	30-5-61	1 year 1 month	Rs. 100/- each to both the accused or in default to undergo 2 months r. i,	—	—	

ANNEXURE XIV—*Contd.*

1	2	3	4	5	6	7	8	9	10	11	12	13
		9	Refusal to the members of Panchayat Board to Harijan Boys for participating in the competitions for games and sports.	1-11-61	—	—	21-12-61	2 months	—	—		Yes
		10	Refusal to serve tea	29-2-64	1-5-64	7/8	2-7-64	4 months 4 days	Rs. 10/- or in default 1 week r. i.	—	—	Yes
		11	Prevention from drawing water from a public well	3-10-61	—	15-11-61	30-11-61	1 month 27 days	—	—	—	Yes
		12	Prevention from drawing entering into shops . .	30-12-58	—	18-8-59	17-12-59	11 months 12 days	Rs. 5/- to each of the 2 accused or in default 2 weeks r.i.	—	—	
		13	Harijan boys were not allowed by the Caste Hindu boys to enter the premises of Panchayats Office to listen Radio.	10-9-61	—	24-10-61	29-12-61	2 months 19 days	—	—	Yes (All witnesses were Harijans)	
		14	Harijan women was abused for keeping her vessel at the tap.	10-2-61	—	—	26-10-61	8 months 16 days	—	—	Yes (The tap was not held a public tap *inspite of the* fact that it was situated in a public school).	
		15	Refusal to serve coffee in the same glass as used by other customer.	23-1-61	26-1-61	—	17-7-61	5 months 25 days	(a) (b)*		Yes *All the witnesses belonging to* the placed to which the complainant belonged. No witness was from the place where the *hotel* was situated. (b)* Yes	
		16	The complainants were beaten after they had taken tea, when the owner came to know of their caste.	8-9-65	10/11-9-65	—	18-3-66	6 months 10 days	(a) (b)	Witnesses were held to be contradictory. No reasonable cause for the delay in lodging the complaint was furnished.		

								(c)		No offence was constituted under Sec. 4 of the Act).		
	17	As in 16 *ante*.	29-10-64	29-10-64	—	3-5-65	6 months 4 days		—	—	Yes	—
	18	Prevention from going to a public well.	1-7-62	—	—	26-10-62	3 months 25 days		—	—	Yes (Wintnesses contradictory)	
	19	Refusal to serve water in the same glass as used by other customers	21-4-62	—	—	22-11-62	7 months	Rs. 25/- or in defaults 3 weeks s.i.		—	—	—
	20	As in 19 *ante*	27-2-59	—	—	11-7-59	4 months	One week r.i. (The accused stated that he could not pay fine).				
	21	Refusal to serve coffee.	10-3-65	12-3-65	—	29-7-65	4 months 19 days	Yes	—	All the witnesses were Harijans and the prosecution could not *establish* (*its case beyond reasonable* doubt.)		
	22	The complainants were beaten by 11 accused so that they may not offer prayers with the Caste-Hindus in a temple.	17-7-60	—	—	17-2-61	7 Months	Yes		(Some of the accused, however were convicted under the provisions of I.P.C. for causing hurt etc.)		
	23	Prevention from entering a temple.	3-6-59	3-6-59	—	11-7-60	1 year 1 month 8 days		—	Yes (The dispute arose out of a faction).		
	24	Prevention from entering to fetch water *from* a *well situated* near a temple.	3-6-60	—	—	13-9-60	3 months 7 days	Rs. 5/- or in default one week r.i.		Yes		
	25	Prevention from drawing water from a well.	9-5-65	—	—	17-9-65	4 months 8 days		—	Yes		
	26	Refusal to serve coffee in the hotel.	7-8-65	—	—	3-1-66	4 Months 27 days		—	Yes		
	27	Prevention from entering hotel.	4-5-65	—	—	3-7-65	2 months		—	Yes (Lack of evidence)		
	28	Same as in 6 *ante*.	2-6-60	—	—	20-3-61	9 months 8 days		—	Yes		
2, Gujarat	29	Refusal to sell sugarcane.	—	—	—	—	3 months 9 days		—	7 days s.i.	—	—
	30	"Pollution by touch"	—	—	—	—	3 months 26 days	Re. 1/-		—	—	—

ANNEXURE XIV—*contd.*

1	2	3	4	5	6	7	8	9	10	11	12	13
		31	Refusal to sell cold drink	—	—	—	—	1 month 15 days	Rs. 5/-	—	—	—
		32	A Harijan was asaulted and beaten on the ground of untouchability.	—	—	—	—	2 months 17 days	Rs. 5/- (till rising of court)	—	—	Yes
		33	Refusal to sell tea	—	—	—		2 months 17 days	—	—	—	Yes
		34	The complainant was abused and insulted.	—	—	—	—	2 months 23 days	—	—	—	Yes
		35	The accused called the complainant "Dheda"	—	—	—	—	2 months	—	—	—	Yes
		36	The complainant was asked to take water in a glass which was kept separate.	—	—	—	—	4 months	—	—	Yes	—
		37	Refusal to serve tea in a hotel.	—	—	—	—	3 months	—	—	Yes	—
		38	Prevention from collecting water from a public tap.	—	—	—	—	2 years	—	—	Yes	—
3. Kerala		39	Refusal to give 'Parshad'.	—	—	—	13-10-59	3 months	He was simply warned.			
		40	Refusal to shave	—	—	—	—	6 months 3 weeks	—	—	Yes	—
		41	Not given	—	—	—	—	10 months 17 days	Rs. 25/- or in defaulted 7 days r.i.			
		42	Not given	—	—	—	—	3 months 9 days	—	—	—	Yes
		43	Not given	—	—	—	—	2months 29 days	—	—	Yes (Lack of evidence)	
		44	Not given	—	—	—	—	5 months 13 days	—	—	Yes (Lack of evidence)	
4. *Tamil Nadu*		45	Prevention from drawing water from a common well.	27-2-64	—	—	7-3-65	1 year 11 days	Rs. 10/-	—	—	—
		46	Prevention from taking water from a Public tap.	—	—	—	11-10-63	1 month	Admonised under Madras Police Act.			—

		47	Harijan were abused in a hotel where they had taken their food on their refusal to remove their leaves.	—	—	—	—	1 month 15 days	—	—		Yes
		48	A harijan was scolded mentioning his caste.	—	—	—	—	2 months	Rs. 50/-	—		—
5.	*Mysore*	49	Prevention from drawing water from a public well.	17-2-62	—	—	5-6-63	10 months 18 days	—		Yes (Lack of evidence witness turned hostile)	—
		50	The complainant was objected to use the common bathroom by other tenants.	9-3-64	—	—	25-3-66	1 year 16 days	—	—		Yes
		51	Prevention from entering a hotel and refusal to serve in the hotel.	6-5-60	—	—	23-11-60	6 months 15 days	(Lack of evidence)	—		Yes
		51	Prevention from entering a hotel and refusal to serve in the hotel.	6-5-60	—	—	23-11-60	6 months 15 days	—	—	Yes (Lack of evidence)	—
		52	The accused land lady refused to give occupation of her house to the complainant.	27-4-62	—	—	—	2 months		—	Yes (Lack of evidence)	—
		53	Refusal to supply eatables.	1-10-64	—	—	11-5-65	7 months 10 days	—	—	Yes (Lack of evidence witness turned hostile	—
		54	Refusal to serve tea.	—	14-9-56	—	9-2-57	4 months 28 days	—	—	Yes (Lack of evidence)	—
		55	-do-	—	5-11-55	—	5-6-56	7 months	—	—	Yes (Lack of evidence)	—
		56	-do-	—	25-10-56	—	15-12-56	1 month	Rs. 5/- 20 days in default 3 days s. i.	—		—
		57	Refusal to serve tea in the glass as commonly used.	—	21-6-59	—	30-11-59	5 months 9 days	—	—	—	Yes
		58	Refusal to shave	—	3-10-56	—	12-10-56	2 months 7 days	—	—	Yes	—
	Delhi	59	Prevention from drawing water from a public tap.	21-11-58	—	—	—	—	—	— (Lack of evidence)		Yes
		60	Prevention from drawing water from a well.	15-4-59	—	—	—	—	—	—	—	Yes

ANNEXURE XIV—*concld.*

1	2	3	4	5	6	7	8	9	10	11	12	13
		61	Prevention from sitting in front of a sl o.)	23-2-61	—	—	—	—	Rs. 50/-	—	—	—
		62	The complainant was beaten as she had touched the accused and thereby (Polluted) him.	6-1-62	—	—	—	—	—	—	—	Yes
		63	The complainant was refused to be employed as Cashier in the Managing body of a temple.	—	—		—	—	—	Yes (Lack of evidence)	—	—
		64	Refusal to serve meals	—	—	—	—	**	Rs. 50/- each to two accused or in default one week r.i.	—	—	—
		65	Refusal to stitch the clothes.	—	..	—	—	**	—	—	Yes (Lack of evidence)	—
		66	Objection for using a public hand pump.	—	—	—	—	**	—	Convicted	—	—
		67	The complainant was called as 'Chamar'		—	—	—	**	—	—	Yes (Lack of evidence)	—
		68	The Chamar (S. C.) Prevented Dhanak (S.C.) from using a well.	7-8-64	—	—	—	**	—	—	—	Yes
	Himachal Pradesh	69	Prevention from drawing water from 'Baoli'.	—	—	—	—	2 months	Rs. 25/-	—	—	—
		70	Prevention from drawing water from a water source.	—	—	—	—	10 months		—	—	Yes

**All these cases took one to two years to be disposed of finally.

ANNEXURE XV (a)

(Reference page 61)

Formation of Boards at Taluk Level

The Committee made enquiries from various Officers etc. during tours in the States to have their views on the formation of Boards at Taluk level as recommended by us elsewhere in this Chapter. The available information has been tabulated as below :—

State	Particulars of Informent	Whether in favour of Board (Yes/No) for detecting cases at			Remarks
		Taluka Level	Distt. Level	State Level	
1	2	3	4	5	6
Rajasthan	Collector, Udaipur	—	Yes	—	—
	D. I. G. Police (Hqrs) Rajasthan.	No	No	No	
Orissa	I. G. Police (Hqrs.) Orissa	—	—	Yes	On an experimental basis.
	Addl., Chief Secretary. Orissa	—	—	No	Such a board will function as a mobile Court which the State Govt. does not like.
	Shri Surinder Jena, M.L.A.	Yes	—	—	Only as an experiment it can be tried.
	S. P. Behrampur	Yes	—	—	
U.P.	Senior S. P. Kanpur	—	Yes	—	A District level Board can visit all the places in the District easily to detect cases of untouchability.
	A.D.M. (P) Gorakhpur	—	—	Yes	
	Narendra Singh Advocate, Kanpur,	—	—	Yes	2 out of 5 members of the Board should be Scheduled Castes.
West Bengal . . .	S. P. Bankura	—	Yes	—	
Haryana	S. P. Gurgaon	—	Yes	—	This should be a Special Board with association of Scheduled Castes & Distt S. W. O. also on this Board.
Gujarat	Director, B.C.W. Gujarat	—	Yes	—	
Andhra Pradesh . .	S.P. Nellore	—	Yes	—	

2. It will be seen from the above table that information relates to 13 informants 7 out of 10 are from the Police Deptts. of various States. In all 4 (or about 31 per-cent) favoured the Board at State level, 3 (or about 23 per cent) wanted Board at Taluka level and 4 (31%) favoured Board at Distt. level. Only 2 (15½%) did not want a Board at any level as it would conflict with the working of the Police Deptt.

3. In addition to the above information we addressed circular letter to all the Chief Ministers of the various States Governments to furnish information regarding their comments on the formation of the taluka board for the removal of untouchability on 11-1-1968. A copy of the charter relating to the formation of the Taluka Board as given in the Interim Report was also sent to the Chief Ministers along with that letter but it is unfortunate that all except one have not replied properly to the circular. In their reply the Government of Orissa have pointed out that such a board will be an expensive proposition and will not be in a position to fulfil adequately the objective for which it is proposed to be set up. It has also been

admitted by the State Government that the existing machinery for the implementation of the law through the police and the magistracy has not been able to deliver the goods. But the solution would lie in strengthening the existing machinery instead of creating a parallel body with non-official *participation in the process of* adjudication.

ANNEXURE XV (b)
Reference page 61)

Comments on feasibility or otherwise of minimum punishment clause to be added in the Untouchability (Offences) Act, 1955.

During tours in various States/Union Territories, the Committee interviewed, the Ministers and officers etc. to get their views on the feasibility or otherwise of the inclusion of minimum punishment clause to be added in the Untouchability (Offences) Act, 1955. The replies given by the informants may be treated as replies in their official capacity. Based on these interviews during tours the information has been tabulated and then analysed in the subsequent paras. The analysis relates to the States/Union Territories concerned for which information is available. The information as tabulated may be seen in the table below:

State	Status of Official/ non-official	Whether minimum punishment favoured or not (Yes/No)	If answer to 3 is in affirmative extent of punishment suggested			Remarks
			Cash (In Rs.)	Period of imprisonment (Days)	Whether both punishment suggested in 4 & 5 favoured (Yes/No)	
1	2	3	4	5	6	7
Rajasthan . .	S. P., Udaipur	No	—	—	—	Patwaris should report the cases to Police.
	A.D.M., Udaipur	Yes	100	—	—	
	S.D.M., Raisingnagar.	Yes	—	30	—	Confidential instructions should be issued to the magistrate to give deterrent punishment.
	S.P., Ganganagar	Yes	—	90	—	
	D.I.G. Police (Hq.) Rajasthan Indifferent.					Cases should go to Police first.
	C.M. Rajasthan	Yes				No punishment suggested.
Jammu & Kashmir	Home Secretary, J & K.	Yes	50	30	2	
	Law Secretary, J & K.	Yes	—	30	—	Court should have the discretion to fix a lesser punishment.
Bihar	Collector, Gaya	No	—	—	—	Punishment will not help.
	Chief Secretary, Bihar,	No	—	—	—	-do-
Tamil Nadu.	S.P., Salem	Yes	—	90	—	
	Collector, Salem	Yes	—	—	Both	The extent of fine or imprisonment should be left to the discretion of the Court.
	S.P., Coimbatore	Yes	—	30	—	This should be compulsory.
	Shri Ramachandran, LL.B., Madurai.	Yes	250	180	Both	Maximum imprisonment should be 2 years.
	I.G.P., Madras	Yes	*	**	—	*Fine only in the first instance. **In the second instance minimum punishment of one month.

1	2	3	4	5	6	7
	Home Secretary, Madras.	Yes	—	—	—	As above.
	Minister of Home Affairs.	Yes	—	—	—	-do-
Kerala	Additional Secretary, Law Deptt.	No	—	—	—	The matter should be left to the discretion of the court.
	Collector, Kuttayam	No	—	—	—	Only education can improve untouchability.
	S.P., Palghat	Yes	—	180	—	
	Mr. A. Appati Advocate, Palghat	No	—	—	—	Only deterrent punishment is sufficient.
	Dy. S.P., Alleppey District.	Yes	50	15	Both	
Gujarat	S.P., Rajkot	Yes	—	30		
	President, Panchayat Jamnagar.	Yes	500	30	Both	
	Collector, Jamnagar	Yes	50	30	Both	
	Collector, Baroda	Yes	Nil	30	—	No fine should be imposed.
	Director, B.C.W.	Yes	Nil	30	—	
	S.P., Surat	No	—	—	—	
Andhra Pradesh .	Law Secretary	Yes				
	S.P., Nizamabad	Yes	—	180	—	
	S.P., Krishna	Yes	—	180	—	
	S.P., Guntur	Yes	—	90	—	
	S.P., Chittoor	Yes	—	7	—	Simple imprisonment.
	Collector, Kurnool	Yes	—	—	—	Details not indicated.
	S.P., Kurnool	Yes	Nil	180	—	*Fine not necessary.*
	Minister, S.W., A.P.	Yes	—	One year	—	There should be maximum fine over Rs. 1,000/- also.
	I.G.P., A.P.	No	—	—	—	Fixing minimum punishment will be an extreme step.
Jammu and Kashmir	Dy. Commissioner, Kathua.	Yes	—	7 days or 14 days	—	
	Public Prosecutor, Kathua.	No	—	+	—	People should be educated against untouchability.
	Deputy Supdt., of Police Udhampur.	Yes	100	30	Both	Rigorous imprisonment
Haryana	S.P., Gurgaon	Yes	—	30	—	
	G.A. Rohtak	Yes	—	90	—	
	Dy. S.P., Karnal	Yes	—	180	—	*Minimum punishment*, should be in the form of R.I. of maximum punishment for 2 years.
	S.P., Ambala	Yes	500	60	—	
	Administrator Municipality, Ambala.	Yes	100	15	—	
Assam	A.D.M. (P) Silchar	Yes				Both fine and imprisonment period not indicated.
	Law Secretary, Assam.	Yes	Rs. 50-100	Nil		—
Goa . . .	Mamlatdar Parnam	Yes	Nil	15		
Himachal Pradesh	Secretary, Local Self Government Department, Himachal Pradesh.	Yes	—	—	—	No *minimum* be prescribed. It should be left to the discretion of magistracy.
	I.G. (P) Himachal Pradesh.	Yes	—	90	Both	Amount of fine not suggested but both be there to be deterrent.

1	2	3	4	5	6	7
	Law Secretary, Himachal Pradesh.	Yes	Rs. 50-00	30	—	For first offence no imprisonment. The imprisonment will be for second offence.
Orissa	I.G. Police, Orissa	Indifferent				
	Dy. S.P., Konarak	Yes				
	S. P., Behrampur	Yes	Rs. 50-100	30 days	—	
	Minister, Tribal Welfare, Orissa.	No				Punishment under the Act should be deterrent.
	Governor, Orissa	No				Untouchability be eradicated by education.
	Chairman, P.S.C., Orissa.	Yes	Rs. 5-10	—	—	
Uttar Pradesh	Distt. Panchayat Raj Officer, Dehra Dun.	Yes	Rs. 100/-	30	Both.	
	Dy. S. P., Agra.	Yes	—	180 days	—	The subject of prosecution of cases of untouchability be transferred to Social Welfare Department.
	Narendra Singh Advocate, Kanpur.	Yes	—	180 days	—	—
	A.D.M. (P), Gorakhpur.	Yes	—	—	—	—
	Home Secretary, (U.P.)	Yes	—	90	—	—
West Bengal	S.P., Bankura	Yes	—	—	—	No period indicated
	Law Secretary, West Bengal.	Yes	—	—		—
	Tribal Welfare Department Secretary, West Bengal.	No	—	—		—
Mysore	S.P., Mercara	Yes	100			In subsequent offences punishment may be given.
	Asstt. Commissioner Gulbarga	Yes	1000 (first offence)	90 (For first Offence)	Both	
	Home Secretary, Mysore.	Yes	—	3 years	—	
	Home Minister	Yes	500	180	—	
	Law Secretary	No				The matter should be left to the discretion of the court.
Punjab	Governor, Punjab	No	No			
	D.I.G., Police Punjab.	No	—	—	—	Act should be enforced effectively.
	G.A., Jullundur	Yes	—	30	—	—

2. It will be seen from the above table that in case of Rajasthan only one of the 6 respondents favoured minimum punishment, second was indifferent, third was in favour of a fine of Rs. 100 only, fourth and fifth wanted punishment for 30 and 90 days respectively and the sixth wanted minimum punishment but did not suggest any details. The only respondent who was against minimum punishment wanted that the Patwaris should report the cases to the Police.

3. Out of 6 interviewees in *Orissa* 3 favoured minimum punishment clause, while 2 did *not* favour this—first wanted punishment under the Act to be deterrent while the second felt that untouchability can be removed by education alone. The sixth was indifferent.

In case of *Uttar Pradesh* all the 5, respondents were in favour of minimum punishment clause, one favouring fine and

imprisonment, both and the rest 4 favouring only imprisonment. One of the respondents favouring only imprisonments (out of 4 above) was of the view that the subject of prosecution of cases of untouchability should be transferred to the State Social Welfare Department.

Two of three respondents of *West Bengal* were in favour of minimum punishment, though they did not indicate any details while the third was not in favour of this.

All the 5 respondents of *Haryana* were for the inclusion of minimum punishment caluse in the Act. The number of respondents from *Assam* is 2 and both of them favoured the punishment in cash and imprisonment. In case of *Gujarat,* the number for minimum punishment clause is 5 out of 6. The sixth informant did not favour the clause. As regards *Andhra Pradesh* 7 informants were for minimum punishment and one gave negative reply. In case of *Jammu & Kashmir* one of the informant thought that only through education untouchability can go, while 4 other favoured the minimum punishment clause. Both the respondents of *Bihar* did not want inclusion of minimum punishment clause in the Act. All the respondents in *Tamil Nadu* were for the minimum punishment clause for different reasons.

In case of Kerala 2 favoured and 3 did not favour the inclusion of minimum punishment clause in the Act. Only one of the 3 respondents in Punjab favoured while two did not favour the inclusion of minimum punishment clause in the Act. The one who did not favour had no reasons to offer against the same. All except one of the 5 informants of *Mysore* wanted the inclusion of minimum punishment caluse in the Act. One gave negative reply. In case of *Goa* only one informant was in favour of the proposed amendment.

In the questionnaire addressed to the State Governments/Union Territory Administrations the Committee also wanted to know their views on whether there should be *minimum punishment clause in the Union to* make the working of the Act more deterrent. Replies as received from 20 State Government/Union Territory Administrations are tabulated below:—

Sl. No.	State/U.T.	Whether in favour of minimum punishment or not (Yes/No)	Remarks
1	2	3	4
1.	Andhra Pradesh	No further reduction in the punishment is necessary.	
2.	Assam	The existing punishment appears to be adequate.	
3.	Bihar	An undertaking may be obtained in writing that the accused will not observe untouchability in future.	
4.	Gujarat	One month.	
5.	Jammu & Kashmir	Yes	
6.	Kerala	Not necessary.	
7.	Madhya Pradesh	Time not ripe for prescribing minimum punishment.	
8.		—	
9.	Maharashtra	Yes	
10.	Mysore	No	
11.	Orissa	Punishment provided in the Act is adequate.	
12.	Punjab	—	
13.	Rajasthan	As provided in the Act.	
14.	U.P.	3 months.	
15.	West Bengal	No	
16.	Delhi	No	
17.	Himachal Pradesh	Yes	
18.	Manipur	No	
19.	Tripura	As Court decides.	

4. It will be seen from the above statement that 8 State Government/Union Territory Administrations were not in favour of any amendment to provide for minimum punishment, 3 felt that the existing punishment provided in the Act is adequate and 5 wanted minimum punishment clause to be added in the Act. One more State was of the view that an undertaking may be obtained from the accused that he will not practice untouchability in the future. The reply from the 18th (Tripura) is that as Court decides. The remaining two States, Punjab and Tamil Nadu did not give any reply indicating their comments on the subject.

3 of the 5 States which were in favour of minimum punishment have simply stated 'Yes' and the remaining two States have favoured punishment for one month (Gujarat) and three months (U.P.), respecttively.

PART II

REPORT OF THE COMMITTEE ON UNTOUCHABILITY, ECONOMIC AND EDUCATIONAL DEVELOPMENT OF THE SCHEDULED CASTES

L 2 Deptt. of SW/69—18

PART-II

ECONOMIC DEVELOPMENT OF SCHEDULED CASTES

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PART II

ECONOMIC DEVELOPMENT OF SCHEDULED CASTES

CHAPTER I

INTRODUCTION

It is generally believed that only economic uplift will ultimately ensure perceptible improvement in the lift of the Scheduled Caste communities. For the achievement of this objective it is essential to have a well-thought-out, and integrated programme for their alround development. Of course, it is not an easy task, and the objective cannot be achieved by merely spending a certain amount of money every year for their immediate requirements without adequate amount ear-marked in the Budget. Such short term measures may render immediate relief, that too, only to negligible number of persons. For a permanent solution of the problem it is required to work out perspective plan with well defined objectives, based on the findings of a country-wide, comprehensive socio-economic-survey. The avowed objective of our Five Year Plans is a Socialist Society and a socialist economy should invariably ensure equal opportunity to every citizen. The objective of development programmes of Scheduled Castes, therefore, should be to raise the Scheduled Castes to the level of the rest of the community in the country. And till we accomplish this objective, we cannot claim that the goal has been achieved. And the achievement of this goal is an essential prerequisite for the alround development of our country as a whole; as no nation can progress, leaving aside a large chunk of the population struggling hard for existence, under the stress of economic, educational and social disabilities. The makers of our August Constitution have, therefore, made it one of the Directive Principle of State Policy, by laying down in the Constitution that the State will promote with special care the economic interest of the weaker sections of the people particularly Scheduled Caste and Scheduled Tribes (Article 46).

I.2. The economic backwardness of Scheduled Castes, no doubt is due to the injustice, exploitation, and oppression they suffered from other castes for centuries in the past. The origin of this can be traced to the origin of caste system in India. Scheduled Caste members had been made use of for the economic uplift and well being of higher castes in Society. For years they worked under chains as slaves. They were sold like commodities, for hard labour and betterment of others. They worked hard day and night faithfully for their masters, who never cared for their welfare. Their wives and children were half naked and semi-starved. This continued for centuries together. With the dawn of Independence and Constitutional safeguards and the promise of a Socialist pattern of Society, they raised their hopes on expectation of social as well as economic relief. But their hopes were shattered due to non implementation of the Constitutional guarantees by both Centre and State Governments.

I-3. The provisions made in all the Five Year Plans were very negligible compared to the magnitude of the problem as may be seen from the Chapter included in this report on Backward Class Sector in the Five Year Plans. No doubt, justice has not been done in the allotment for economic uplift even out of Backward Class Sector, as may be seen from the statement given below :—

Statement showing allocation made and expenditure incurred during the Three Five Year Plans for Economic Development of Scheduled Castes.

Rs. in crores

	First Plan	Second Plan	Third Plan
Allocation made	7·00	27·11	40·14
Expenditure incurred	7·08	27·48	37·90

I.4. One would be surprised when notices that even out of this meagre allocation for 6.5 crores of people, the sum of Rs. 2.00 crores has been surrendered unspent, during the Third Five Year Plan. It is regretted to note that due to unsympathetic attitude of the Department that this amount has been lapsed. The development programmes included for the Welfare of Scheduled Castes are intended to supplement the benefits accruing from general programmes of development in different fields. From the Chapter on General Sector included in this Report it is clear that the flow of benefits from the General Sector to the Backward Class communities, including Scheduled

Castes does not match with the expectations. Slow economic progress of Scheduled Castes during the Plan periods, and also the widening of the gap between the 'haves' and the 'have nots' in the Society, prompted the Government of India, to include in the terms of reference of the Committee, "to study the problem of economic uplift of the Scheduled Castes, evaluate the impact of the present schemes, and made recommendations as to the further measures that may be necessary".

I.5. Majority of the Scheduled Caste population is engaged in agriculture and as agricultural labourers, any plan for the economic betterment of Scheduled Castes, therefore, should invariably contain provisions for them. Indebtedness among them has proved to be one of the acute problems, and all efforts for their betterment are nullified by this chronic problem. And this evil has produced many more dangerous consequences such as forced or bonded labour. The solution of these problems can be found only by provision of house sites and houses for their better accommodation; industries, particularly cottage industries to divert at least some of them from agricultural field; land allotment and colonisation for their better settlement in their traditional profession of agriculture and uniting them under Cooperative movement in the respective fields of their occupation. These aspects are dealt with briefly in the coming chapters.

CHAPTER II

OCCUPATIONAL PATTERN OF SCHEDULED CASTES

Population and rate of growth

According to 1961 Census the population of Scheduled Castes in India was, 6.5 crores consisting of 33 million males and 32 million females against the total population of 439.07 million (excluding Goa, Daman and Diu). In 1951 census the population of Scheduled Castes was 49.9 million (excluding Jammu & Kashmir, Dadra and Nagar Haveli and Pondicherry) against the total population of 359.8 million in India. Thus, the percentage of Scheduled Castes population to total population in India was 14.7% in 1961 as against 13.98% in 1951. The population of Scheduled Caste remained static during the decade 1951—61.

II.2. The details of the concentration of Scheduled Castes in various States/Union Territories and the growth rate are given in the following table :—

TABLE No. 1

Table showing the Scheduled Castes population in 1951 and 1961, rate of growth, etc. in various States/Union Territories

Name of the State	Percentage of Sch. Caste population to the total population in the State/Union Territories		Percentage increase/decrease (During 1951-61)	Percentage distribution among the State & Union Territory
	1951	1961		
1	2	3	4	5
1. Andhra Pradesh	14·19	13·82	—12·63	7·72
2. Assam	4·80	6·17	+72·83	1·14
3. Bihar	12·67	14·00	+32·38	10·10
4. Gujarat*	..	6·63	..	2·12
5. Jammu and Kashmir	..	7·98	..	6·44
6. Kerala	8·91	8·49	—18·85	2·33
7. Madhya Pradesh	15·01	13·14	—8·71	6·60
8. Maharashtra	..	5·97	..	3·46
9. Tamil Nadu	17·95	18·01	+12·74	9·42
10. Mysore	13·31	13·22	—20·68	4·84
11. Orissa	17·95	15·75	+5·12	4·29
12. Punjab (including Haryana)	21·64	20·00	—18·57	6·42
13. Rajasthan	15·67	16·67	+34·27	5·21
14. Uttar Pradesh	20·72	20·88	+17·85	23·91
15. West Bengal	18·04	19·73	+45·25	10·70
16. Nagaland	0·33	0·04	+100·00	N.A.
Union Territories				
1. Andaman Nicobar Islands	..	..	..	..
2. Delhi	15·40	12·85	—27·19	0·53
3. Himachal Pradesh	28·84	27·38	—15·61	0·57
4. Laccadive, Minicoy & Amindivi Islands	..	..		..
5. Manipur	4·96	1·71	—53·31	0·02
6. Tripura	7·29	10·48	+156·88	0·19
7. Dadra, Nagar Haveli	..	1·70	..	..
8. Pondicherry	..	15·40	..	0·09
INDIA	13·98	14·67	+28·92	100·00
	10·78	5·97	..	30·91

*Gujarat and Maharashtra Separate figures not available.

SOURCE : *Census Report*

II.3. It will be observed that during the decade (1951—61) there has been an increase in the population of Scheduled Castes in the country from 49.9 million to 64.4 million

registering growth by 28.92% against the rise of general population by 21.51%. Evidently, it shows that the rate of growth of Scheduled Caste population is higher than that of general population in India. It is a common phenomenon that the rate of growth in case of economically backward section is always higher than those of economically advanced communities in the country. This clearly indicates that in spite of developmental planning in the country during the decade the Scheduled Caste persons are economically still weak. It is further observed that the rate of growth of Scheduled Caste population is abnormally higher in the States of Assam (72.8%), West Bengal (45.25%) and Union Territory of Tripura (156.8%) whereas it is the lowest in the Case of States like Orissa (5.12%), Madhya Pradesh (8.71%) etc. The reason for abnormal rate of increase in the Scheduled Caste population in the States of Assam, West Bengal and Union Territory of Tripura may be influx of large number of Scheduled Caste persons from East Pakistan to these States. The low rate of growth of Scheduled Castes in the States of Orissa, Madhya Pradesh, Madras, Andhra Pradesh, Maharashtra, Gujarat, etc. is due to certain factors enlisted as under :—

(i) Conversion of Scheduled Castes to other religions like Budhism, Christanity, Islam, etc.

(ii) Migration of Scheduled Caste persons from one State to comparatively developed States for employment, etc.

(iii) Faulty enumeration in the census as pointed out in the Annual Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1963-64.

II.4. But it may be pointed out in this connection that among all the factors, conversion to Budhism seems to be significant in respect of Maharashtra.

II.5. An analysis of percentage of Scheduled Caste population to total population in each State reveals that their proportion is highest in Uttar Pradesh (20.88%) closely followed by the Punjab (20.38%), West Bengal (19.73%), Madras (18.01%). In regard to proportion of Scheduled Caste population to total population of India first five places are held by Uttar Pradesh (3.52%), West Bengal (1.59%), Bihar (1.49%), Madras (1.38%) and Andhra Pradesh (1.13%).

Urbanisation of Scheduled Castes

II-6. The details of concentration of Scheduled Caste persons in the urban areas and their percentage to total population of Scheduled Castes in the States and Union Territories is given in the following table.

TABLE No. 2

Table showing the population of Scheduled Castes in the urban areas and their relation to total Scheduled Caste population in the States.

State/Union Territory	Population of Sch. Castes in Urban areas	Percentage of Scheduled Castes in Urban areas to total population of Scheduled Castes in States/Union Territory
1	2	3
India	6,682,311	10·7
Andhra Pradesh	552,008	11·1
Assam	60,670	8·3
Bihar	362,221	5·5
Gujarat	334,182	24·4
Jammu and Kashmir	20,895	7·4
Kerala	121,846	8·5
Madhya Pradesh	4,45,294	10·7
Madras	9,25,840	15·3
Maharashtra	4,85,453	21·8
Mysore	5,08,487	16·3
Orissa	1,26,026	4·6
Punjab	4,80,398	11·6
Rajasthan	4,13,045	12·3
Uttar Pradesh	10,67,700	6·0
West Bengal	6,73,073	9·8
Nagaland	95	75·4
Delhi	2,72,243	79·7
Himachal Pradesh	12,142	3·3
Manipur	158	1·2
Tripura	6,745	5·6
Pondicherry	3,711	6·6

SOURCE : *Census Reports.*

II.7. It will be seen that 10.7% of the total population of Scheduled Castes in the country belonged to urban group. Thus, the majority of the Scheduled Caste people (*i.e.* 89.3%) live in rural areas. The representation of the Scheduled Caste population in urban areas is higher in certain States *i.e.* Nagaland (75.4%), Gujarat (24.4%), Maharashtra (21.8%), Mysore (16.3%), etc. Whereas it is the lowest in case of Orissa (4.6%) and Bihar (5.5%), etc. It is interesting to note that during the decade there has been a marked increase in the urbanisation of the general population in the country. But it has not affected the Scheduled Caste communties in general.

Working Class population of Scheduled Castes and their occupational analysis

II.8. According to 1961 census the entire population of the country has been classified into two categories *viz.* workers and non-workers. The concept of a worker is taken as a person who is economically active and non-worker as economically inactive. And work includes not only actual work but effective supervision and direction of work also. A worker is taken as an employed person irrespective of the fact whether his work affords him full employment or not or whether it is seasonal character rendering him unemployed out of that particular season. It is observed that 31.83 million Scheduled Caste persons belonged to the working group as against 189.8 million in the general population according to the census. The rate of participation amongst the Scheduled Caste persons is, therefore, much higher than among the general population. It is also worth mentioning that the percentage of Scheduled Caste male workers to the total population is 30.28% while among females it is 16.79%. The position, however, varies from State to State. A State-wise distribution of Scheduled Caste workers by sex and occupation-wise and also showing their urban and rural concentration is given at Annexure-I. It may be seen that the proportion of workers belonging to Scheduled Caste was highest in the State of Andhra Pradesh accounting 61.57% whereas it is the lowest in West Bengal accounting 34.06%. In the case of male and female workers in Andhra Pradesh recorded the highest position *viz.* 33.61% for males and 27.96% for females.

II.9. It has been stated earlier that there were 30.32 million workers among the Scheduled Castes communities in the country. These workers have been divided into industrial categories according to the Census. The distribution of workers among the Scheduled Caste males and females according to industrial categories is given in the following table :—

TABLE NO. 3

Sl. No.	Industrial group	Males	Females	Total	Percentage of total workers		
					Males	Females	Total
1	2	3	4	5	6	7	8
1.	Cultivation both owners and tenants	77,07,965	37,41,199	1,14,49,164	67·32	32·67	37·76
2.	Agricultural labour	58,21,884	46,31,480	1,04,55,364	55·69	44·30	34·48
3.	Mining, Quarrying, Livestock, Forestry, Fishing, Hunting, Plantation, etc.	6,60,140	19,94,422	8,59,562	76·79	23·20	2·84
4.	Household Industry	13,25,990	6,63,014	19,89,004	66·66	33·33	6·56
5.	Manufacturing other than household	6,92,295	1,41,204	8,33,499	83·05	16·94	2·75
6.	Construction	2,73,651	54,601	3,28,252	83·36	16·63	1·08
7.	Trade and Commerce	2,60,695	85,527	3,46,222	75·29	24·70	1·14
8.	Transport Storage and Communication	2,79,659	10,559	2,90,218	96·36	3·63	0·96
9.	Other Services	24,76,106	12,92,558	37,68,664	65·69	34·30	12·43
		1,94,98,385	1,08,19,564	2,03,17,949			100·00

SOURCE : *Census Report.*

From the above table it may be seen that more than half of them are workers.

Non-working Class population among Scheduled Castes

II.10. As mentioned earlier, non-workers are those who are economically inactive. It broadly denotes the following categories of persons *viz.* full-time student, dependents, retired persons, persons engaged in household duties, beggars and vagrants, inmate of institutions, unemployed persons seeking work for first time and persons employed before but now out of the employment and seeking employment. It will be seen from the table that 52.93 per cent of the total Scheduled Caste population belonged to non-working group which is less than the percentage of non-workers among the general

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population which accounts for 57.02%. The population of non-workers is the highest in the West Bengal State where 65.94% of the total Scheduled Caste persons are non-workers which corresponds with the percentage figures of the non-workers (*i.e.* 66.84%) in the general population of the State. The main reason for high percentage of non-workers amongst the Scheduled Caste in an industrially developed State like West Bengal is non-absorption of Scheduled Caste in industrial and other concerns.

II.11. Population of non-workers is lowest in Andhra Pradesh where among it is only 38.43%. In other States the proportion of non-workers varies between 38.43% lowest in Andhra Pradesh and 64.90% highest in West Bengal.

Number of cultivators and agricultural labourers among Scheduled Castes

II.12. 37.74% of the total workers amongst the Scheduled Caste communities are cultivators including owner cultivators and tenant cultivators as against 52.81% of the workers in the general population. And this section accounts for 34.46% as agriculture labour as against 16.65% in the general population. Thus, 72.20% of the total workers in this section are engaged in agriculture whereas 69.46% of the workers in the general population are engaged in that. A significant point is that the proportions of agricultural labourers are considerably higher both for males and females amongst the Scheduled Castes than the general population.

Number of Scheduled Castes engaged in house-hold industry and others

II.13. Next in importance comes the category "other services" in which the number of workers is 12.43%. Among the remaining categories, house-hold industry accounts for 6.56 per cent of the workers. In the case of mining, quarrying, livestock, forestry, fishing, hunting, plantation, etc. the proportion of Scheduled Castes is only 2.88%. The smallest proportion of workers is in transport storage and communication which accounts for 0.26%. Like-wise, it is observed that there is less concentration of the Scheduled Caste persons at present in the following categories *viz.* construction trade and commerce and manufacturing other than house-hold industry where the proportion of the workers amongst the Scheduled Castes are as 1.08%, 1.14%, 2.75% respectively. This indicates that industrial training has been denied to the Scheduled Caste persons.

Female workers amongst Scheduled Castes

II.14. It is further noticed that the proportion of female workers amongst the Scheduled Caste communities as compared to female workers in the general population is much higher in almost all the States like Andhra Pradesh, Kerala, Bihar, Madhya Pradesh, Orissa and West Bengal. This shows that due to poverty females amongst the Scheduled Castes are forced to do manual work. The Committee during its tour observed that in almost all the villages female workers amongst the Scheduled Castes are employed as agricultural labourers, road workers, mine workers and in construction. They are ill-paid and their employment is intermittent and temporary in character.

II.15. Besides, industrial classification workers as mentioned earlier there are certain other occupations in which the Sheduled Castes are mostly engaged. The Committee tried to collect as much information from the various State Governments in respect of these occupations *viz.* (1) agricultural labour; (2) weaving; (3) bamboo and basket work; (4) flaying; (5) leather and leather goods manufacture; (6) scavenging and (7) other so called unclean occupations. In the absence of statistical data in respect of total number of Scheduled Caste persons engaged in these occupations in each State, it is not possible to incorporate the information here.

Mobility of Scheduled Caste Communities from one occupation to another

II.16. It is noticed that in West Bengal and Bihar 'Dom' communities who were engaged in scavenging and other unclean work were shifting to bamboo and basket work, blacksmithy, carpentry, etc. Likewise, 'Chammar' and 'Magh' communities are engaged in weaving, basket work etc. in Jammu and Kashmir. Many among 'Magh' community are employed in bamboo and basket work in the States of Gujarat and Maharashtra. In Orissa State, 'Dom', 'Pan' communities are engaged in weaving and basket work. Likewise, 'Madhiga' community is employed in basket work in Andhra Pradesh. It is observed that only negligible portion of the Scheduled Caste communities whose main occupations were scavenging, flaying and other unclean work were shifted to other occupations especially weaving, basket work, agricultural labour, etc. It is suggested that the Scheduled Castes who

like to give up their unclean occupations and endeavour to engage themselves in certain trades of Cottage industries like weaving, basket works, blacksmithy, carpentry, masonery, processing of cereals and pulses, etc., should be encouraged.

CHAPTER III

LAND ALLOTMENT TO SCHEDULED CASTES

Extent of the problem

It is estimated that out of 303.36 lakhs total workers among Scheduled Castes 219.03 lakhs (72.20%) were engaged in agriculture and out of those engaged in agriculture 34.46% were landless agricultural workers; while among the general population the percentage of landless workers was only 16.70; as in 1961. This figure may not be fully accurate as in the category of landless agricultural workers there are persons who work on the Government land or holding land from other landlords and cultivators and yet they are categorised as landless workers. Scheduled Castes constitute 33% of the total landless agricultural workres in the country. According to 1951 census also, the percentage of landless Scheduled Caste Agriculturists to general landless agricultural workers was 33, and thus, there is no improvement in the case of landless Scheduled Caste agriculturists in the ten years 1951—61. There are total 996 lakhs general cultivators and 114 lakhs Scheduled Caste cultivators in the country. And even among the Scheduled Castes shown as land holders, 51.5% of them have land holdings of less than 2.5 acres including tenants, and therefore for all practical purposes they may be treated as landless workers. On the other hand, the urge for land is greater among Scheduled Castes compared to the, general population. As majority of them (72.20%) are agriculturists, many of them having no land, they turn to big land-lords or institutions to obtain land for cultivation on payment of cash/kind basis.

III.2. It is clear that 'owner cultivators' among Scheduled Castes are less compared to the general population. On the other hand, persons holding land on payment basis, are higher among Scheduled Castes than general population. This is clear indication of how needy and interested are Scheduled Castes on land to carry on their traditional occupation of agriculture. The problem is more acute among Scheduled Castes even compared to Scheduled Tribes as the percentage of landless agricultural workers among Scheduled Tribes is only 10.47 compared to 33.00 among Scheduled Castes. *Since the main occupation of this category of workers is agriculture by tradition, any programme of their economic development should, invariably envisage plan to provide them land for cultivation.*

Availability of land for distribution

III.3. The problem now facing the State Governments is availability of cultivable land. At present land is procured for allotment from mainly three sources; (1) reclamation of cultivable waste lands, (2) Surplus lands released through imposition of ceilings on land holdings, and (3) Bhoodan and Gramdan lands. The Planning Commission also had given importance to these measures in the Third Plan as had been stated, "In Third Plan it was emphasised that such lands as become available on imposition of ceilings on holdings along with Government waste land and lands donated to Bhoodan and Gramdan should be pooled and systematic Schemes of resettlement speedily implemented." But in spite of the importance given in the Third Five Year Plan, much progress could not be made in the matter of procurement of land, because of many difficulties encountered. The major problem is that much of cultivable waste land is scattered in different places in small size plots and special efforts are required to locate them. It is reported that such small Plots, if located would be about 4-5 million acres. The Second major problem is that imposition of land ceilings will not release much land for distribution, as it has already proved in the States where legislation has been enforced that transfer of lands took place in such cases to escape from the hands of the law. Thirdly, the land obtained through Bhoodan or Gramdan is usually not cultivable and in certain cases much improvement is required before making them cultivable. The procedure required to transfer such lands on a permanent hereditory basis is cumbersome and time consuming. These problems have in fact slowed down the efforts to procure land for distribution. As the main source of availability of land is reclamation of waste lands, due priority and importance should be given to the Scheme.

The statement below shows the extent of vaste lands allotted to Scheduled Castes and Scheduled Tribes *combined* since Independence.

Allotment of Waste lands to Scheduled Castes and Scheduled Tribes since Independence

Sl. No.	Name of State/Union Territory Administration	Acreas as in August, 1965
1.	Maharashtra	17,85,000
2.	Gujarat	63,353
3.	Jammu and Kashmir	127
4.	Kerala	635
5.	Madhya Pradesh	2,97,230
6.	Madras	55,806
7.	Mysore	1,32,009
8.	Orissa	1,03,444
9.	*Rajasthan*	8,22,927
10.	Uttar Pradesh	5,075
11.	West Bengal	3,51,631
12.	Andhra Pardesh	15,429
13.	Assam	4,431
14.	Bihar	1,04,032
15.	Himachal Pradesh	7,825
16.	Manipur	45,978
17.	Punjab	46,865
18.	Tripura	75,080
	TOTAL	39,16,676

III.4. The Scheduled Caste landless agriculturists would not be benefited much by the method of imposition of land ceilings, as the preference in allotment of such lands, as a matter of policy of the Government is always to (1) tenants displaced as a result of resumption of land, for personal cultivation and (2) farmers with uneconomic land holdings and (3) to landless workers. From the Govt. policy it appears that they have given first preference to those whose lands have been acquired for public purpose. Committee will have no objection in giving them first preference provided they are not paid any compensation. If compensation is paid they have no right to demand Govt. land. As regards second category, Govt. are giving preference to those who have uneconomic holdings. The Committee notes with regret that though it is the duty of the Govt. to see that those who have no land at all, and for centuries together are suffering on account of poverty are provided with land Government have ignored their claim. In the third category Govt. have given preference to landless people. The Committee shows dissatisfaction towards this and the Committee gives the following illustration for information of the Government and Public.

III.5. There are four persons starving having no food. Out of four one man did not get food last night. The second man did not get for two days and the third man did not get for four days, and the last man has not taken food for a week. Now suppose if food distribution is given, a man having a kind heart will take care of providing food to those who are hungry for eight days. And then the second third and so on. Similarly Govt. should take care to see that a particular class like Sch. Castes is landless for centuries together and they should be given first preference. Those who have become landless afterwards, their cases may be considered later on as the seniority is maintained in services. *Therefore, the Committee recommends that the first preference must go to the Scheduled Castes.*

III.6. Government have got three categories of land (i) Govt. waste land, (ii) Surplus land which is taken over after Ceiling Act, (iii) Bhoodan land. In addition to that Government have got forest land which is suitable for cultivation and which is lying in vacant having no trees on. When the Committee toured the States it was brought to its notice that there was considerable Government forest land available in the country suitable for cultivation. The Committee is of the opinion that the country is facing great food scarcity and every year we have to import food grains from abroad by spending crores of rupees. Government should see that they grow more food and try to solve the problem. So wherever considerable forest land is available this should be allotted to the landless Scheduled Castes. This will solve two problems:

(i) Problem of scarcity of food.

(ii) Unemployment to some extent.

III.7. When the Committee toured in Rajasthan they were given to understand that lakhs of acres of land were available. Rajasthan Govt. have already earmarked this land for the Scheduled Castes. But if these lands are allotted to the Scheduled Caste people without financial help it will not be of any use to them. The Scheduled Caste being very poor will not be in a position to purchase the bullocks and other agricultural implements. Therefore it would be better if Government comes forward to give them the financial help to purchase agricultural implements and other requirements.

III.8. The third source of availability of land *i.e.* Bhoodan and Gramdan, is very remote, and much land is not expected through this source. It was represented to the Committee during its tour in various States that landlords who donated such lands are making efforts to take back the land by entering their's or other relatives names in official records. *The Committee feels that the Government authorities should take immediate and appropriate measure, to prevent the landlords from re-entering their names in the records. It would also be ensured that once the land is donated the landlords are not permitted to take it back.* Because of these difficulties, the land obtained through Bhoodan and Gramdan movements is very little, only 42 lakh acres could be procured and out of which 15 lakh acres have already been distributed to landless families. The exact figure of land allotted to Scheduled Castes under this scheme is not available.

Legislative and Executive measures by State Govts.

III.9. Some of the State Governments have accepted in principle that priority treatment should be given to landless Scheduled Caste persons in the matter of allotment of land. The following measures have been adopted by State Governments for distribution of land among Scheduled Castes landless persons.

III.10. In Andhra Pradesh, the Revenue Divisional Officer has been empowered to set apart a specific portion of land for Backward Class people including Scheduled Castes whenever land is available for distribution in any village. He has also been instructed that whenever reserved forests are deforested or poramboke lands are transferred, the interests of the members of these communities should be safeguarded. In the case of valuable lands, these can be reserved by them, provided they are ready to pay the market-value. *The Committee feels that the standing orders should be suitably amended to provide valuable lands to Scheduled Castes at free of cost and at the most Government should charge occupancy price two times the land revenue assessments.* Besides, in the scheme to grant land to the political sufferers, Scheduled Castes have been given second preference, next to political sufferers. The Committee feels that they have no objection on giving land to political sufferers provided they cultivate the land personally.

III.11. It was brought to the notice of the Committee that due to emergency, allotment of land had been stopped and all lands had been reserved for military personnel. The Committee feels that this ban should now go as the emergency has been removed. The villagers in Bangari polyam in District Chittoor complained to the Committee that the Forest Department was not taking interest to allot lands to Scheduled Castes in the village as there is no forest in the area. In the discussions at Hyderabad, the representative of the Revenue Department intimated to the Committee that the Harijan co-operative Societies were given first preference.

III.12. In *Mysore* 50% reservation in allotment of land has been made for Scheduled Castes and Scheduled Tribes together, and their priority is third in the list, next to displaced holders or tenants and Ex-Service-men whenever such land is available for distribution in a village as per provisions made in the "Mysore Land Revenue (Amendment Rules), 1960". If the land is less than 10 acres the entire land is reserved for Scheduled Castes and Scheduled Tribes, and if it is more than 10 acres 50% is reserved subject to a minimum of ten acres.

III.13. The general complaint is that though reservation is given to Scheduled Castes in land allotment their applications are usually turned down on flimsy grounds. The Committee also observed that the land allotted to Scheduled Castes were alienated, and even in Government records the names of new entrants were recorded, as the Revenue Officers did not know that land allotted to Scheduled Castes were non-alienable. As the land available for distribution among Scheduled Castes, is very limited, strict orders should be issued to Tahsildars, to strictly follow Government

orders, in this matter. A Committee was appointed in each Taluk to survey the land available for distribution and the Committees have since submitted the report. We suggest that immediate action should be taken based on the reports to allot land to Scheduled Castes. Some members of the Scheduled Caste communities complained to the Committee, that though they had been allotted land, no financial help was given for the reclamation of land. Even the applications for tractor service had been turned down. In some other cases Scheduled Castes are allotted lands, but the record of right has not been entered in the village official records by the village officers. The survey team of the Committee also observed that lands allotted to Scheduled Castes in Mysore State in some cases are in far off places from the towns and villages without any facilities for drinking water, shopping etc. and therefore, the Scheduled Castes are very reluctant to move to these allotted lands.

III.14. In *Bihar* the Government have issued instructions that waste or vacant lands in Khasmahal or acquired Zamindaries should be settled only with the members of Scheduled Castes, Scheduled Tribes and Other Backward Classes.

III.15. In Bihar 94.46% of the Scheduled Castes live in rural areas and out of them 80% are engaged in agriculture. It is gratifying to note that the Bihar Government have taken up the problem in the deserving spirit, and have issued strict instructions to District Officers regarding settlement of Scheduled Caste landless persons. However, it should be ensured by the State Government authorities that land is allotted to Scheduled Castes who are actually engaged in agriculture, otherwise the problem will not be solved. It was also brought to the notice of the Committee that some landlords who had donated lands under Bhoodan were still keeping their names on official records though Scheduled Castes were cultivating the land. The Committee feels that such unlawful activities by landlords and the village officers should be checked by the Government.

III.16. In *Rajasthan*, 25% of the land available for allotment is reserved for Scheduled Castes, Scheduled Tribes, and Other Backward Class communities under the provisions made in the Rajasthan Land Revenue (Allotment of Land for Agriculture purpose) Rules 1957. Allotment is made by drawing lots if there are more applicants and the *allottee is to pay rent at the* sanctioned rates.

III.17. The general complaint is that pattas are not issued even after 50 years of settlement on land. Scheduled Caste persons occupying land for generations are evicted and the land is allotted to Caste-Hindus. Even after allotment of land they find it difficult to occupy it due to the interference of Caste-Hindus. At Ganganagar it was represented that irrigation facilities were not provided in the land allotted. In 1959 the Government took a decision that Scheduled Castes who occupied land before 1959 should be given pattas, but this decision had not been implemented. It is surprising to note that land given to Scheduled Caste people by Maharajas in Bikaner in olden days, have been taken under the pretext of city improvement. The Committee regrets that throughout the country the city development Boards are doing this sort of mischief. They acquire the land from these people at cheaper rates and sell at exhorbitant prices and making money out of it. Government should stop this sort of activity done by the Development Boards.

III.18. In *Madhya Pradesh,* under the Madhya Pradesh Land Revenue Code, 1959, rules have been framed to give highest priority to Scheduled Castes and Scheduled Tribes, in the matter of allotment of land, and land can be allotted to others only when the members of these communities are not coming forward.

III.19. It was represented to the Committee that though preference is given to Scheduled Castes in allotment of land by official instructions, usually their claims are turned down on flimsy grounds. Though waste lands are available in plenty, the Sch. Castes usually do not get it. It is complained that the procedure regarding land allotment was not strictly followed by the Department and as a result the Scheduled Castes were deprived of their claim. After allotment also, there is considerable delay in demarcation and other official procedures.

III.20. In *Punjab and Haryana* provisions have been made under the Punjab Village Common Lands (Regulation) Rules 1955 that the panchayats should reserve 1/3 of the cultivable land proposed to be allotted, for the Scheduled Castes and this can be

given to non-Scheduled Castes only if Scheduled Castes are not coming forward.

The main complaint in the State is that the procedure for allotment of land in the State is very slow and cumbersome. Most of the cultivable Govt. lands are already occupied by big landlords and the land now left is of inferior quality and is not useful for cultivation and therefore not attracted by Scheduled Castes. Scheduled Castes without lands are looked down upon by others in the village, and therefore, possession of land is an essential pre-requisite to raise this community socially. The Committee appointed by the State Govt. to evaluate the achievements made on the Scheduled Castes Welfare programmes has observed that the various Departments of the Government have not been speedily and with special efforts, implementing the overall Govt. policy of helping the Scheduled Castes, especially in allotment of lands to them.

III.21. In *Kerala,* under the 'Kerala Land Assignment Rules, 1964', 25% of the land available for distribution is reserved for Scheduled Castes and Scheduled Tribes.

III.22. Though 25% reservation is made for Sch. Castes and Sch. Tribes the fact is that the Sch. Castes are usually neglected. In Wynad Taluk out of 5000 acres of land allotted, to the landless persons no Scheduled Caste person was given land. It is well known that land is in acute shortage in the State and unless the Government keep up their reservation the situation in the State will become worse. As eviction from land is banned in the State by law, the land owners refuse to allow the Sch. Castes to settle down in their lands for housing purpose. This has considerably added to the problem.

III.23. In *Uttar Pradesh,* executive orders have been passed to give 3rd priority to Scheduled Castes and Scheduled Tribes in the matter of distribution of land and their position in the priority list is next to (i) persons whose land has been acquired by Government and have thereby become landless and (ii) landless political sufferers.

III.24. The usual practice is that the land is put to auction and given to the highest bidder. Even the land where Scheduled Castes are settled down for generations together is also put to auction. Thus the poor Sch. Caste people are not at all benefited by the Scheme. It was also brought to the notice of the Committee that Scheduled Caste persons failing to pay the instalment of the value of land are sent to prison and no leniency is shown to them. Land allotted to Sch. Castes were forcibly taken away by big caste-Hindu landlords and though the matter was reported to the police they never took due interest and instead of taking legal action, they always supported the landlords. It was also represented that only banjar land should be given to Sch. Caste persons.

III.25. In *Gujarat,* under the "Gujarat Agricultural Land Ceiling Rules, 1961" first preference is given to Scheduled Tribes and all the members of which are Sch. Tribes, and the Second preference is given to a Society all the members of which are Scheduled Castes. In case of individuals. first preference is given to Scheduled Tribes and the second to Scheduled Castes.

III.26. While the Committee was on tour a member of Parliament represented to the Committee that the scheme of allotment of lands to Sch. Castes had not benefited them in any way. Sch. Castes were also not getting fair treatment from Panchayat Raj. Members of the Panchayats prefer to convert waste lands into grass lands or Vanchar land than allotting to Scheduled Castes. Collectors were also not doing justice in the matter as they usually agree with the Panchayat Resolution that there were no waste lands under the Panchayat, without proper verification. It was also brought to the notice of the Committee that adequate loans and other facilities were not given to Sch. Castes to work on land after allotment, as a result they were not much attracted to the land allotted. In rural areas the maximum concession given to Scheduled Castes is 5% reduction in the market price for the land allotted to them. The Committee recommends that land should be allotted to them free of cost.

III.27. In Tripura, under "Tripura Land Revenue and Land Reforms (Allotment of Land) Rules, 1962", provisions have been made to give preference to Scheduled Castes in allotting Government Khas lands. The Committee observed that though lands were available, they were not given to Sch. Castes.

III.28. In *Himachal Pradesh,* preference is given to Scheduled Castes in allotment of Nautar land. Govt. should take necessary precautions to see that whatever land available with them is allotted to Sch. Castes for cultivation.

III.29. *Madras, Maharashtra, West Bengal, Jammu & Kashmir and Orissa* State Governments and the Union Territories of Delhi

and Dadra and Nagar Haveli have intimated to the Committee that they were not giving any priority to Scheduled Castes, in distribution of lands.

III.30. The Committee while on tour in *Madras State* visited the Thiruvamboor Tenent Cooperative Farming Society, in Panruti Area Cuddalure Taluk. Though 110.60 acres of land was allotted to the Society, the land required a lot of work for reclamation, and so far only 7 acres of land had been put under cultivation, though the Scheme was sanctioned in 1961. Though money was sanctioned for providing Pump Sets unfortunately this has not been implemented by Electricity Board and Cooperative Boards. The matter was brought to the notice of the Committee. The Scheme is pending for 10 years. The Committee observed that Plenty of Poramboke lands were available in *Thiruvarankulam and Annavasal villages* but these were not allotted to Scheduled Castes. Complaints were also received that Scheduled Castes were evicted from lands they were occupying for more than five years and the same allotted to caste-Hindus. The Committee on its tour found that small blocks of cultivable waste lands are available in plenty in Madurai and Ramanathapuram Districts and the Committee feels that the State Government should take immediate steps to reclaim these waste lands and allot to Scheduled Castes. At present, in Madras State Scheduled Castes are treated equally with other landless persons, in the matter of land allotment. No justice is being done to the Scheduled Caste people by the Gram Panchayats. A big majority of the people of Gram Panchayats belong to Caste-Hindus. And in villages they are very orthodox. And therefore they oppose every move of granting land to Scheduled Castes.

III.31. In 1960 the *Maharashtra State* Government formulated a scheme to regulate and rationalise the disposal of waste lands. It is also stipulated in the scheme that the landless on uneconomic land holders who benefit from the Scheme will also be given all aids for development of land and cultivation. According to the priorities fixed for allotment 3rd priority is given to a Cooperative Joint Farming Society of Backward Class cultivators and 4th priority to Co-operative Farming Society of Backward Class cultivators. Members of Backward Classes having no land are also given preference. It has also been defined clearly that "Backward Class Persons" include Scheduled Castes and Scheduled Tribes. The measure adopted for allotment of land to Scheduled Caste is that the Collector, the distributing authority, should consult the District Welfare Officer regarding allotment of land to them. As the District Welfare Officer is not of an equal Status to that of a Collector, his voice usually has no weight, and as a result the land allotted to Scheduled Castes are not good and requires a lot of money and labour for reclamation. At the same time, allotment of Cantonment land is entrusted to an officer of the cantonment Board Service. In the same way, an officer of an equal rank should be entrusted with the task of distribution of lands to Scheduled Castes in consultation with the Collector. There is a general complaint among Scheduled Castes in the State that only lands of inferior quality are allotted to them and as a result they are not much attracted. It was also brought to the notice of the Committee, that under the Panchayat Act 'Gothan' land could not be allotted to Scheduled Castes. The rule requires amendment in favour of Scheduled Castes. In *Jammu and Kashmir*, a Committee has been set up in each Tehsil consisting of seven members, out of them four are Scheduled Castes for allotment of lands to landless. But the main difficulty in the State is that much land is not available for allotment. The general complaint is that lands are allotted to only a very few Scheduled Caste persons. In this State no priority is given to Scheduled Castes in allotment of lands, and the preference is given to landless persons residing near to land. Even this order has been put under suspension and now preference is given to military personnel. Land has been allotted liberally to Ex-Military persons. These lands are located in distant places near to the border areas like Sialkot. During the tour of the Committee it was reported that the military personnel and general population were not willing to shift to these places but Scheduled Castes were willing to go there if land was allotted to them. As military personnel are not coming forward in these areas, it is suggested that priority treatment may be given to Scheduled Castes in the State.

III.32. In the Union Territory of *Delhi* several cases of eviction of Scheduled Caste cultivators by unlawful means by Jats were brought to the notice of the Committee. Enquiries revealed that the Government machinery has not launched any drive to restore lands to lawful Scheduled Caste owners. The Committee also observed that no preference was given to Scheduled Castes in allotment of lands. The Committee regrets

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that there is no provision for granting house-sites to the Scheduled Caste people free of cost as it has been done in other States. Several Scheduled Caste people have constructed their houses throughout Delhi Municipal Area. In some places people had purchased land from private persons and had constructed their own houses on that site. Now it has come to light that the land belongs to Delhi Development Authority and therefore, orders have been issued to demolish their houses and clear the area. It is also very surprising that when the Government is showing sympathy and taking interest on the Scheduled Caste problem and giving them help for construction of their houses in Delhi, we find that Delhi Development Authority is demolishing their pucca houses. It is also said that their localities were included in the Master Plan. But it was brought to the notice of the Committee that there were certain sites which were occupied by rich people and that they were excluded whereas the houses of these poor Scheduled Caste people were demolished by the Delhi Development Authority under the pretext of Master Plan.

III.33. There are several instances where the Scheduled Caste people are harassed at the hands of the caste-Hindus namley Jats. Some of them have been evicted from their present occupied site. The people of Jagatpur village in Delhi were given land by the Government for cultivation on the Jamuna river bed, on the clear understanding that if they form cooperative farming society the land will be given to them. The people formed cooperative farming society. They collected Rs. 2,000 and deposited in the Bank in the name of the above society. They have grown some crops on the land but some Jats of the Jagatpura village started troubling these people and they have been thrown out of the land. Necessary complaints were made by the people to the police but no action was taken. Some Scheduled Caste people are assaulted. Such is the position in the Capital of India.

Land for landless Scheduled Castes

III.34. In the First, Second and Third Plan period 117.46 lakhs acres of land was distributed to landless agricultural workers including Scheduled Castes. Complete information regarding lands allotted exclusively to Scheduled Castes during the Three Five Year Plans is not available. However, available information is given below.

Acreage of land Allotted to Scheduled Castes in the Third Five Year Plan

Sl. No.	Name of State/Union Territory	1961-62	1962-63	1963-64	1964-65	1965-66
1	2	3	4	5	6	7
1.	Gujarat	30,775	28,326	17,246	44,786	15,161
2.	Bihar	1,075	647	80,421	N.A.	1,061
3.	Jammu and Kashmir	127	N.A.	N.A.	N.A.	N.A.
4.	Kerala	942	849	2,892	3,709	745
5.	Orissa	..	..	6,450 (for 5 years)		..
6.	Punjab	1,705	272	N.A.	N.A.	N.A.
7.	Uttar Pradesh	5,075	1,442	N.A.	31,906	45,183
8.	Andhra Pradesh	573	343	312	142	162
9.	Madhya Pradesh	N.A.	39,228	1,333	N.A.	6,132
10.	West Bengal	N.A.	363*	6,390	N.A.	27,193
11.	Rajasthan	N.A.	46,989	39,550	32,843	27,193
12.	Mysore	N.A.	N.A.	612	N.A.	10,469
13.	Assam	N.A.	N.A.	N.A.	4,489	1,583
14.	Maharashtra	N.A.	N.A.	N.A.	N.A.	26,963
15.	Tripura	N.A.	285	862	N.A.	509
16.	Manipur	170	N.A.	N.A.	N.A.	N.A.
17.	Himachal Pradesh	N.A.	N.A.	N.A.	873	77
	TOTAL	48,881	1,21,735	1,52,132	1,18,606	1,62,669

%Progressive upto December, 1964.

*Khashmahal lands based on a yearly basis in Bankura.

III.35. In the absence of information on the total acreage of land distributed during these five years, we are not able to make a comparative study whether the Scheduled Castes have actually got their due share of allotment. However, information on the total acreage of land allotted and the acreage of land allotted to Scheduled Castes is available in respect of a few States for the year 1965-66, last year of the Third Plan, which is given below :—

Land Allotment to Scheduled Casts in 1965-66

(Acres)

Sl. No.	Name of State/Union Territory	Total Allotment	Scheduled Castes	Percentage
1	2	3	4	5
1.	Bihar	3,528	1,061	30·1
2.	Gujarat	22,251	15,161	68·1
3.	Kerala	6,646	745	11·2
4.	Madhya Pradesh	33,629	6,132	18·3
5.	Maharashtra	68,712	26,963	39·2
6.	Mysore	36,613	10,469	28·6
7.	Rajasthan	984,227	27,193	2·8
8.	Uttar Pradesh	118,689	45,183	38·0
9.	Assam	7,819	1,583	20·5
10.	Himachal Pradesh	117	77	65·9
11.	Tripura	5,939	509	8·6
12.	Madras (Separate statement given)			

III.36. The above statement is a clear indicator that the Scheduled Castes are not getting justice from the State Governments, though in principle most of them have agreed to give priority to them in allotting lands. The most interesting features of the Statement is that the land allotted to Scheduled Castes in Maharashtra (39.2) is much higher than the other States though in Maharashtra the Scheduled Castes are not getting any preferential treatment by legislation or executive measures as per information furnished to the Committee. The most disappointing factor is that the percentage of land allotted is the lowest in States where the reservation has been made, *viz.*, Rajasthan (2.8%) and Kerala (11.2). As indicated in the statement, percentage of land allotted in Rajasthan is the lowest among all the states, though 25% reservation has been made. The Commissioner for Scheduled Castes and Scheduled Tribes has reported in practically all the Annual Reports that the State Governments were not giving due priority to Scheduled Castes in allotment of land. The Ministry of Food and Agriculture issued a letter to all State Governments on July 18, 1966 emphasising that while selecting agricultural workers for allotment of land adequate number of landless workers from Scheduled Castes should be selected.

III.37. The Committee called for from all the State Governments and Union Territory Administrations information on, the total number of landless persons in their States, number of Scheduled Caste members out of them, total acreage of land allotted to landless persons and also acreage of land allotted to Scheduled Caste members, for the last at least five years. None of the State Governments have furnished complete information as required except the Madras State Government. As the information furnished by the Madras Government is complete in all respect, it would help in giving a general idea on the position of landless Scheduled Caste persons in the State and therefore it furnished in the statement below :—

Statement Showing the Lands Allotted to Landless Poor Persons and Landless Scheduled Castes in Madras State

(Acreage of lands allotted)

No. of total land-less persons	No. of land-less Sch. Castes	1960 Total land-less persons	1960 Land-less Sch. Castes	1960 %	1961 Total land-less persons	1961 Land-less Sch. Castes	1961 %	1962 Total land-less persons	1962 Land-less Sch. Castes	1962 %
1	2	3	4	5	6	7	8	9	10	11
18,42,077	4,81,954	47,072	8,404	18%	26,048	8,391	32%	21,122	8,274	39%

1963 Total land-less S.Cs.	1963 Land-less-S.Cs.	1963 %	1964 Total land-less persons	1964 Land-less Schedul-ed Castes	1964 %	1965 Total land-less persons	1965 Land-less Scheduled Castes	1965 %
12	13	14	15	16	17	18	19	20
19,570	7,385	38%	20,878	6,680	32%	25,638	9,564	37%

The above figures exclude Madras District. It may be seen from the Statement that the percentage of land allotted to Scheduled Castes varies from 32 to 39 after 1961. We have *to keep an important point in mind that is in Madras no reservation or preference* is given to Scheduled Castes and they are treated equal to other landless poor persons. In spite of this fact 39% *of land allotted to Scheduled Castes is much* appreciable *in view of the fact that in other States where* 25% reservation is made in principle have never allotted more than 2·2 or even 10% in actual practice.

III.38. *After taking into consideration all the above factors the Committee makes the following recommendations, over and above the suggestions already made in the course of discussions:*

(1) As the population of Scheduled Caste agricultural landless labourers is round about 50% of the total landless persons, the Committee recommends that 50% reservation should be made for landless Scheduled Caste agricultural labourers. This is essential in view of the fact that priority or preferential treatment meted out in different States have been found to be a failure.

(2) Many complaints have been received by the Committee that the land allotted to Scheduled Castes was of inferior quality and required lot of money and efforts to reclaim it. It should be ensured by the State Governments that only reclaimed lands are allotted to Scheduled Castes. The cost of such reclamation should not be recovered from them, and the whole expenditure should be borne by the Government from the general Sector and not from Backward Class Sector. It is reported that in some States, voluntary contributions such as free labour from the allottee for reclamation of land etc. were taken for allotment of land. As Scheduled Castes are economically very poor, who find it difficult to earn their daily requirements, voluntary contributions of any sort, should not be accepted from them.

(3) Scheduled Caste cultivators having uneconomic holdings, (say less than 5 acres) should be allotted additional land to ensure economic viability. The minimum land allotment should not be less than 5 acres. Scheduled Castes holding lands less than five acres should be allotted additional land to make up minimum five acres.

(4) Immediately after allotment of land sufficient money should be given to the allottee for purchase of agricultural implements, bullocks, fertilizers, seeds etc. The quantum of money should be decided according to the conditions prevailing in each locality. In giving such aids due preference should be given to co-operative societies formed entirely of Scheduled Castes or partnership

undertakings of Scheduled Castes. In this case the Department of Social Welfare at the Centre should bear a part of the expenditure, the rest of the amount should be borne by the State Governments. The expenditure should be borne by the State Governments and the Department on equal ratio.

(5) At present the rule in some of the States is that the land will be allotted to the persons residing in the village where it is available. That means, even if first preference is given to Scheduled Castes if no Scheduled Caste is available in a village the land goes to the next priority man. Here, one most important thing we have to note is that because of untouchability and segregation practised in interior parts the Scheduled Castes are usually do not allowed to reside in the village along with others. They used to reside in separate villages of their own, where in most cases surplus lands will not be available. The rule, therefore, requires to be changed in such a way, that if no Scheduled Caste is available in a particular village, the land may be allotted to the Scheduled Castes in the neighbouring village and thus, it should be ensured that the 50% reservation made for Scheduled Castes should go only to them and nobody else. This system will also help in eradicating Segregation and untouchability practised in interior parts by offering opportunity to live together.

(6) When land is allotted to Scheduled Castes, it should be ensured that the ownership is vested on the allottee, *i.e.* the Scheduled Caste person, on permanent and hereditary basis. Under no circumstances the ownership should be kept with the Government or Corporations or Boards or Trustees. As the ownership will give the allottee a sort of prestige and confidence, he will work hard for improvement of land if the ownership is vested in himself.

(7) After the formation of the Panchayat Raj they have taken control of all the Government waste lands in their area. It was brought to the notice of the Committee while on tour in States that the Panchayats were not doing justice to Scheduled Castes in the matter of allotment of land. Specific cases have been quoted in Gujarat. Maharashtra State Government have recently taken a decision to take over all the waste lands from Panchayat and distribute themselves. In the same way other State Governments should also take over waste lands from Panchayats for distribution among landless Scheduled Castes persons.

(8) The Committee feels that the State Government should think of giving some immediate economic relief to the landless agricultural Scheduled Castes, at least till all of them are covered by land allotment. As the agricultural work is seasonal, most of them are under employed, and their living conditions are pathetic. Some immediate relief, therefore, is required. In order to achieve this objective, all labour contracts by Governments and Panchayats may be given to cooperative Societies formed by landless Scheduled Castes in villages. Contracts of Public Works Department can also be confidently entrusted to such cooperatives. Even now such work are being done by landless agricultural workers, but they are exploited by the contractors, who engage them on cheap rates. The contractors or middle men should, therefore, be removed and all such work should be entrusted to cooperative Societies formed by landless Scheduled Castes (Details of this scheme will be dealt with under the chapter on cooperation).

CHAPTER IV

PART A

INCENTIVES TO SCHEDULED CASTES IN AGRICULTURE

Extent of the problem

According to 1961 census, 219.03 lakhs Scheduled Castes persons are engaged in agricultural pursuits, and out of them 114.5 lakhs persons or 37.74% are cultivators (both owner and tenant cultivators) and others are agricultural labourers. A statement showing the number of Scheduled Castes cultivators males and females State-wise is given below.

Statement Showing the Number of Scheduled Castes Cultivators State-Wise

(In lakhs)

Sl. No.	Name of the State/Union Territory	Total Scheduled Castes persons	Males	Females
1	2	3	4	5
1.	Andhra Pradesh	7·06	4·26	2·80
2.	Assam	1·82	1·30	0·52
3.	Bihar	7·64	4·50	3·14
4.	Gujarat	1·50	0·93	0·57
5.	J. & K.	0·91	0·64	0·27
6.	Kerala	0·26	0·20	0·06
7.	Madhya Pradesh	11·71	6·45	5·28
8.	Madras	9·50	6·05	3·45
9.	Maharashtra	2·09	1·19	0·92
10.	Mysore	7·21	4·55	2·66
11.	Orissa	4·73	3·49	1·25
12.	Punjab	3·67	2·60	1·07
13.	Uttar Pradesh	10·44	6·32	4·32
14.	West Bengal	9·44	8·55	0·89
15.	Delhi	0·01	Neg.	Neg.
16.	Himachal Prades	1·86	0·94	0·92
17.	Manipur	0·05	0·03	0·02
18.	Pondicherry	0·03	0·02	0·04
19.	Tripura	0·21	0·19	0·02
20.	Dadra and Nagar Haveli	Neg.	Neg.	Neg.
	TOTAL	114·49	77·08	37·41

SOURCES :*Census* 1951.

One important point we have to keep in mind here is that, 'a cultivator' is generally treated as a person engaged in cultivation of his own land and others are treated as landless agricultural labourers. But when we deal with the problem of Scheduled Castes we have to consider 'a cultivator' in much wider sense covering not only a person having his own land for cultivation but also these cultivators who do cultivation on

others land on payment of money, kind or share. This is essential for our purpose as majority of Scheduled Caste cultivators have taken land from other persons or institutions for cultivation on payment basis. This is also an important point, as our contention is that all agricultural aids such as supply of fertilizers, seeds bullocks etc. should be given to all cultivators, both owner cultivators as well as those holding lands from others for cultivation. Therefore, for our purpose we define a cultivator as one who cultivates on his own land *i.e.* "owner cultivator" and also one who cultivates on others land on payment basis as tenant.

Agricultural Aids from Government

IV.2. Agricultural aids such as supply of bullocks, fertilizers, seeds etc. are given by the State Government and they have envisaged their own programmes to help the needy Scheduled Castes cultivators in this respect.

IV.3. At present the agricultural aids given to Scheduled Caste persons include grant of subsidy to individual cultivators mainly for (i) purchase of bullocks (ii) construction of wells, lift irrigation etc. (iii) distribution of manures, carts, improved seeds etc., (iv) starting agricultural demonstration centres. Though these are the main fields where aids are given, in actual practice such aids varies from State to State according to the conditions prevailing in each State and the expenditure is also met out of the State Sector. It is, therefore, essential to have a general idea on the agricultural-aid programme implemented in various States and for this purpose a State-wise review is required. But unfortunately these communities are not benefited to our expectation.

IV.4. In *Andhra Pradesh* the State Government have a programme to supply plough bullocks. In the Second Five Year Plan a provision of Rs. 3.33 lakhs was made for this purpose and 785 pairs of plough bullocks were supplied. In the Third Five Year Plan the provision was Rs. 3.51 lakhs, however, nothing could be spent up to 1964-65 that means the whole amount had more or less surrendered. In *Madras* the agricultural aid programmes include (1) Irrigation wells (2) supply of plough bulls. In the Second Five Year Plan, 1227 irrigation wells were constructed and 20,095 pairs plough bullocks were supplied to Scheduled Castes cultivators. During the Third Five Year Pan a provision of Rs. 351 lakhs was made for this purpose, an amount of Rs. 36.53 lakhs was spent and 880 irrigation wells were constructed and 5732 pairs of Plough Bulls were supplied during the Five Year period. In *Mysore* the State Government have a Scheme to supply plough bullocks, agricultural implements, seeds, manures etc. In the Second Five Year Plan period, an amount of Rs. 17.55 lakhs was spent on this account and 14,000 persons were benefited. However, in the Third Five Year Plan the expenditure incurred was only Rs. 4.21 lakhs and only 2,291 persons were benefited. Information on the sanctioned amount for the Plan period were not furnished by the State Government. It is disappointing to note that the provision made and the persons benefited have considerably gone down from Second to Third Plan. In *Rajasthan* the State Government have a programme to give subsidy to Scheduled Caste persons to purchase agricultural implements. In the Third Five Year Plan a provision of Rs. 10 lakhs was made, but it is quite disappointing to note that no expenditure has been incurred during the first four years of the Plan. In *Gujarat* the agricultural aids in the Third Five Year Plan include, construction of irrigation wells, supply of plough bulls, and agricultural implements, and a provision of Rs. 11.80 lakhs was made, and in the first four years of the plan, 161 irrigation wells were constructed at an expense of Rs. 1.59 lakhs, and 45 pairs of bullocks were supplied involving Rs. 0.20 lakhs, and agricultural implements were supplied to 402 Scheduled Caste person. A major portion of the sanctioned amount has been surrendered. In *Bihar* the State Government grant subsidy to Scheduled Caste agriculturists for purchase of plough bullocks, agricultural implements and seeds. An amount of Rs. 6 lakhs was included in the Third Plan for this purpose and out of this Rs. 2.65 lakhs was spent during the first four years. It is reported that 5264 persons were benefited by these programmes in this period. In *U.P.* the State Government have a scheme to provide subsidy for agricultural development and also for minor irrigation projects. For this purpose a provision of Rs. 25 lakhs and 35 lakhs respectively were provided in the State Sector of Third Five Year Plan. During the five years 12,890 families were provided subsidies for agricultural developments and 3101 masonary wells were constructed. In *Jammu & Kashmir*, the State Government have given Rs. 2.21 lakhs subsidy for settlement on land and for bullocks, seeds, fertilizers etc. during the last three years of the Third Plan. In *Orissa*, the State Government made a provision of Rs. 4.85

lakhs to provide subsidy for agricultural development in Third Plan. However, no expenditure was incurred during the first three years of the Plan. In *Maharashtra* the State Government have programmes for construction of irrigation wells and propagation of improved agricultural implements. During the Third Five Year Plan a provision of 11.00 lakhs and Rs. 15.00 lakhs respectively were made for these items and out of these an amount of Rs. 3.84 lakhs and Rs. 7.80 lakhs respectively were spent. Though the target fixed for the Third Five Year Plan was 416 wells, and 15,000 agricultural implements only 69 wells were constructed and 6105 implements were supplied during the Plan. The *Punjab* State and *Haryana* State Governments had a programme in the First and Second Five Year Plans for supply of bullocks, agricultural implements seeds, fertilizers etc. and a provision of Rs. 0.29 lakhs and Rs. 0.73 lakhs respectively were made, however, the expenditure incurred was only Rs. 714 and Rs. 2132 during these plan periods. The Scheme has also been discontinued in the Third Plan. As pointed out in many other chapters, the performance of the Punjab Government in the welfare of Scheduled Caste is much disappointing and the Committee strongly feels that the State Government should take more interest in this matter. The *Madhya Pradesh* State Government have a programme to provide subsidy to Scheduled Caste persons for agricultural development. An amount of Rs. 15.12 lakhs was allotted for this purpose in the Third Five Year Plan and information so far available with the Committee during the years 1963-64 and 1964-65 96 families and 200 families respectively were given subsidy during these years. In *West Bengal*, the State Government have a scheme for providing agricultural subsidy for bullocks, agricultural implements, and minor irrigation. An amount of Rs. 10.00 lakhs was provided in the Third Plan, however, no expenditure was incurred during the first three years and in the year 1964-65 an expenditure of only Rs. 3 lakhs was incurred. The Union Territories of *Delhi*, *Tripura*, and *Manipur* have intimated that they had no programme for agricultural aids to Scheduled Castes agriculturist. The *Himachal Pradesh* Administration has a programme to provide agricultural implements, seeds and fruit plants at subsidy rates. A provision of Rs. 2.00 lakhs was made in the Third Five Year Plan and 50,675 fruit plants and 917 agricultural implements were distributed to Scheduled Caste persons at subsidised rates. Pondicherry Administration has a programme to provide subsidy for agricultural development details of which has not been furnished.

IV.5. From the above State-wise review it is evident that most of the State Governments have schemes to provide agricultural aids to needy Scheduled Caste persons. And they have also earmarked appreciable amounts in their Five Year Plans for this purpose. But most of these are either lapsing the amount or diverting it to some other schemes. This no doubt, is due to lack of interest and enthusiasm on the part of the State Governments. Some of the State Governments have not taken up the problem in the deserving spirit and have not given due importance to the programmes of agricultural aids to Scheduled Caste agriculturists.

Findings of the Study team of the Committee on implementation of agricultural/aid programmes.

IV.6. The Study teams of the Committee conducted surveys in Maharashtra, Madras and Mysore to make assessment of benefits derived by the Scheduled Caste persons in these States from the various economic schemes operated there. The findings of the survey in so far as it concerns provision of agricultural aids are dealt with here, as it would help us to understand how far the programmes have benefited them. As stated elsewhere, in *Madras State* the agricultural aid programmes included (1) Supply of plough bulls and (2) Sinking of irrigation wells. To improve the economic conditions of the Scheduled Castes, the Madras State Government have drawn up a scheme under the Central and State Sectors of the Plan for granting subsidy to the Scheduled Caste persons at the rate of Rs. 285 each for the purchase of a pair of plough bullocks. The procedure followed in the supply of plough bullocks is that (1) Distribution of bullocks should be confined to 2 or 3 taluks in a District roughly covering ¼th of the District each year (2) the District Welfare Officer should collect the application from deserving individuals (3) out of the applications collected, selection of persons should be made by lots and (4) the District Welfare Officer should himself purchase the bullocks and brand them with the letter 'H.W' and handover to the beneficiary. Due to increase in price, the amount has been raised from Rs. 285 to Rs. 400 in the Third Plan. In the Second and Third Five Year Plans; 20,095 and 5737 pairs of bullocks respectively were supplied. The State Government have intimated that the Scheme would continue in the Fourth Plan also. The only other facility rendered by the State Government in this field is sinking of irrigation wells. As per Government Order No. 2285 I.L.C. dated 6th July, 1957, the Government grant a subsidy of Rs. 1500 to deserving Scheduled Castes

persons owning patta lands to sink irrigation wells. The Scheme was amended *vide* Government order No. 3642 Hom, dated 24th October, 1966 to provide this benefit to even those Scheduled Caste persons having minimum one acre of land. By this amendment most of the Scheduled Caste cultivators are covered and they are found to be enthusiastic. Under this scheme 1227 irrigation wells were constructed during the Second Five Year Plan period. During the Third Five Year Plan 390 irrigation wells were completed. The provision made for both the schemes mentioned above, in the Third Five Year Plan was Rs. 35.00 lakhs and the expenditure was Rs. 36.53 lakhs.

IV-7. As reported earlier in the chapter the Maharashtra State Government have programmes for construction of minor irrigation wells and propagation of improved agricultural implements for the benefit of Scheduled Caste cultivators. The State Government have no scheme to supply plough bullocks, seeds or fertilizers. Under the Scheme of irrigation wells, for the sinking of new wells, a loan of Rs. 2,000 which can be increased to Rs. 4,000 in deserving cases will be provided through the Land Development Banks. Out of this, 30% of the total cost subject to the maximum of Rs. 600 whichever is less will be provided as subsidy. For repairing old wells, a loan of Rs. 1,000 which can be increased to Rs. 2,000 in deserving cases will be provided through the Land Development Banks. No subsidy will be given. In the Third Five Year Plan a provision of Rs. 11.00 lakhs was made, however, bulk of the amount had been lapsed only Rs. 3.84 lakhs could be spent and only 69 wells could be constructed. It has been revealed in the survey conducted by the Study Team in the Districts of Poona and Aurangabad, that though a provision of Rs. 14,000 was made for the Poona District for the year 1966-67 not even a single well was constructed in the year and in Aurangabad District though the provision was Rs. 8,000 only, Rs. 2,700 could be spent and 4 wells were constructed in the same year. This unsatisfactory performance on the part of the State Government and the Zilla Parishads authorities, it is reported was due to delay in deciding whether the scheme should be implemented by the Zilla Parishads or by State Government authorities and also due to unattractive pattern of assistance. The pattern of assistance is being liberalised. Under the Scheme of propagation of improved agricultural implements a provision of Rs. 15.00 lakhs was made in the Third Five Year Plan however, only Rs. 7.80 lakhs could be spent and 6105 implements, could be distributed during the period. It has been revealed in the survey conducted in the two districts of Poona and Aurangabad that no provision was made in both these districts for this scheme for the year 1966-67. It is strange, that while 50% of the amount has been lapsed, why not even provision has been made in two important districts in the State. This no doubt, is due to lack of enthusiasm on the part of the State Government.

IV-8. In *Mysore State* the Study Team of the Committee visited the village Mudden Koppa, a Government agricultural colony about 12 km. away from Shimoga city. There are 18 families in the Colony with a population of 115. The Government have distributed 16 acres of land to 12 families. The Government have also given Rs. 400 each to all the 18 families for construction of houses. Besides, each family has been given Rs. 200 for purchase of a pair of bullock. They are also given agricultural implements, fertilisers and seeds for cultivation of the land and a well has also been constructed. But it is strange that all the 18 families in the Colony belong to one Scheduled Caste community *i.e.* Bhowis who do not consider themselves as untouchable and do not suffer from any social disabilities. In setting up this colony, other Scheduled Caste persons who are much more poorer than Bhowis have been neglected. There is wide spread criticism that the Mysore Government give preference to some communities like Bhowis in giving aids. This, no doubt is injustice.

Recommendations

1. At present, agricultural aids are given only to Scheduled Caste "owner cultivators" and thus majority of the cultivators are omitted from any help from the Scheme. As stated elsewhere in the report out of 114.5 lakhs total Scheduled Caste cultivators only 72% of them are owner cultivators or tenants and even out of those owned land 51.50% owned lands less than 2.5 acres as tenants. (The cultivators are either holding land from big landlords or institutions on payment in money, kind or share.) The Committee therefore, strongly recommends that care should be taken of the landless cultivators in providing agricultural aids. The existing rules in States should be suitably amended to accommodate the large number of these cultivators in the provision of agricultural aids.

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2. The State Government have no uniform programme for providing agricultural aids. The Schemes vary from State to State. In Madras State there is provision only for supply of bullocks and sinking wells, while in Maharashtra the programme is only for supply of improved agricultural implements and sinking wells. It is better if all the States follow a uniform programme of course this can be slightly changed according to conditions prevailing in each State. The Committee feels that the Ministry of Food and Agriculture should set out a list of agricultural aid programmes and forward to States for implementation according to conditions prevailing in each State. The programme should invariably involve all the essential requirements of poor cultivators such as, supply of plough bullocks, agricultural implements, improved seeds, and fertilizers, sinking of irrigation wells, maintenance of demonstration centres, offering technical advice etc.

3. From the State-wise review we have made above, it is clear that the State Governments though they make liberal allocations in plan, in actual practice they completely neglect the programmes. There are many States who have not even incurred any expenditure though lavish provision has been made. Such practice only helps in creating prejudice in the minds of other communities and also in making false propaganda at the expense of Scheduled Castes communities. The Committee, therefore, strongly recommends that all the State Governments should ensure that the money allocation in Plans for agricultural aids are fully utilised.

4. The number of persons usually covered under agricultural aids programmes is very few and even negligible. The amount provided in all the States for the Scheme is most inadequate. The Committee, therefore, recommends that the State Governments should make adequate provision in their budget for agricultural aids and all Scheduled Castes cultivators should be covered.

5. The poor Scheduled Caste cultivators are cheated by big land lords and businessmen by advancing money for cultivation on condition that the produce on harvest would be sold to them at a very low-rate much lower than the market price. The practice is prevalent throughout the country and the poor Scheduled Caste persons who have no savings with them to spend for cultivation are easily victimised by such unscrupulous land-lords and businessmen. The Government, therefore should go to the help of poor Scheduled Caste cultivators through Credit Cooperative Societies or Finance Corporation details of which are given elsewhere in the Report.

CHAPTER IV

PART B

AGRICULTURAL LABOUR

Extent of the problem

IV-9. As stated earlier in the Chapter, out of 219.03 lakhs Scheduled Caste persons engagde in agricultural pursuits, 104.59 lakhs are landless agricultural workers. Roughly they form about 1/2 of the total Scheduled Caste persons following agriculture as their traditional profession. A statement showing the State-wise distribution of agricultural labourers is given below :—

Statement showing the labourers state-wise

(In Lakhs)

Sl. No.	Name of the State/Union Territory Administration	Total Scheduled Caste persons	Males	Females
1	2	3	4	5
1.	Andhra Pradesh	17·57	8·15	9·42
2.	Assam	0·13	0·11	0·02
3.	Bihar	17·60	9·47	8·13
4.	Gujarat	1·68	0·85	0·83
5.	Jammu & Kashmir	0·03	0·03	Neg.
6.	Kerala	3·12	1·57	1·55
7.	Madhya Pradesh	6·51	3·18	3·32
8.	Madras	13·33	6·61	6·72
9.	Maharashtra	5·46	2·91	2·55
10.	Mysore	4·71	2·42	2·29
11.	Orissa	3·31	2.14	1·16
12.	Punjab	3·94	3·52	0·42
13.	Rajasthan	1·75	1·07	0·68
14.	Uttar Pradesh	18·56	10·94	7·62
15.	West Bengal	6·52	5·34	1·18
16.	Delhi	Neg.	Neg.	Neg.
17.	Himachal Pradesh	0·07	0·04	0·03
18.	Manipur	Neg.	Neg.	Neg.
19.	Tripura	0·05	0·04	0·01
20.	Dadra and Nagar Haveli	Neg.	Neg.	Neg.
21.	Pondicherry	0·02	0·01	0·01
	TOTAL	104·53	58·22	46·31

Source : Census 1961.

No doubt, even among Scheduled Caste, the landless agricultural labourers are the most backward and poverty stricken section in the community. The survey conducted by the National Sample Survey has revealed that indebtedness among Scheduled Castes is the highest in rural areas (18%). The all India Seminar on Agricultural Labour held at New Delhi on 2nd August 1965 has observed that "The prevailing wages and conditions of work and living of agricultural workers are dismal and deplorable as compared to the workers in organised industries, mainly because of lack of trade unionism and bargaining power as well as illiteracy and ignorance among the agricultural workers."

IV-10. The problems of landless agricultural labourers are manifold. The main problem facing this category of people is seasonal and employment and under-employment. We are not attempting here a definition of agricultural unemployment or under-employ-

ment as several experts have attempted to define these terms and their definitions are well known. The 9th international conference of labour statisticians has defined under-employment as a stage, which "exists, when persons in employment who are working full time would be available and willing to do more work than they are actually performing or when the income or productivity of persons in employment would be raised if they work under improved conditions of production or transferred to another occupation, account being taken of their occupational skill." (from Seminar on Agricultural labour). Agricultural work is seasonal and depends on monsoon, and many other factors. Lack of rains or floods may result in unemployment. In fact, there is no other field of employment where so much under-employment is in prevalent as in agriculture. The problem is more acute in a backward country like India, where people follow only one occupation, and keep idle when they are free from that occupation. The data on the magnitude of the problem of under-employment among Scheduled Caste agricultural labourers is not available. And it is very difficult to make an accurate assessment of the problem because of many difficulties like large number of people involved, spread over in small villages. The National Sample Survey has attempted to assess the magnitude of the problem in rural India among the general population and have arrived at the conclusion that the problem is acute and deserves the urgent attention of the authorities. When this is the position of general population, the condition of the Scheduled Caste agricultural labourers is, no doubt, worst and pitiable. Having no savings, there is no other way for them but to starve. Their social disabilities, have considerably added to the problem.

IV-11. The second major problem of agricultural labour is the very low rate of wages. This is quite natural in a situation when the number of labourers are more and the demand for them is less. Lack of trade unionism among the workers has added to the problem and their bargaining capacity is nil. Another most important factor adding to their worst position is that due to their poverty they always take money from the land-lords in advance, on promise to return by labour. Unscrupulous land-lords exploit the poor Scheduled Caste workers by advancing money and insisting on to repay the amount by labour at a rate which they fix, usually much below the market rate.

IV-12. Another major factor adding to the miseries of Scheduled Caste landless agricultural workers is "forced or bonded labour" still prevalent in many States like Mysore, Andhra Pradesh, Haryana, Orissa, Maharashtra, Jammu and Kashmir and Punjab. We are not entering into a detailed discussion on this problem here, as there is a separate chapter on the subject.

IV-13. The pathetic conditions of the agricultural labourers in India attracted the attention of the authorities, and as a result, attempts were made to raise the living conditions of these unfortunate section of the community by fixing of the minimum rate of wages. However, this was not a measure to help the Scheduled Caste workers alone, it was meant for both Scheduled Caste and non-Scheduled Caste workers. The minimum wages Act, which came into force on March 15, 1948 requires the appropriate Government, Central or State as the case may be, to fix within a specified period, minimum rates of wages in Scheduled employments among which agriculture is one. In view of the paucity of data and administrative difficulties pointed out by many States, the Act was amended from time to time extending the time limit for fixation of minimum wages and the last time it amended was in 1961. Now the Act has been enforced in all the States, except Jammu and Kashmir and Gujarat and some of the Union Territories. Gujarat has already taken measures to introduce the Act. Some of the State Governments like Andhra Pradesh, Madhya Pradesh, Madras, Maharashtra, Mysore, Punjab, Uttar Pradesh and Kerala have also appointed special staff for implementation of minimum wages in agriculture but unfortunately it was not enforced by the States.

IV-14. However, the enforcement of the Act was encountered with many difficulties such as (1) the large number of workers involved, (2) the place of enforcement is extensive especially in small villages, (3) wages are fixed not only in money but also in kind in some cases, (4) the workers are not organised, (5) inadequacy of enforcement machinery, (6) beneficiaries are unable to take any steps themselves because demand for labour is less than available and (7) large number of employees and lack of organisation among them also. Because of these difficulties, the enforcement of the Act is not successful so far. A coordinating Committee consisting of the repre-

sentatives of various Ministries of the Government of India considered the problem in detail and recommended that the Labour Department in the State Governments, should be adequately expanded to take up the additional burden of enforcement of minimum wages in agriculture. Whatever it is, we cannot say that the Act has succeeded in solving the problem of landless agriculture labour. In the circumstances we have to think of some other ways to find out a solution of this acute problem. On going through the minimum rates fixed by the various State Governments; the Committee observes that the rates are much low in some States, and in certain cases the rate is even lower than the market rates. The Committee recommends that as the cost of living has gone up considerably and the present market rate has also thoroughly changed, all the present conditions should be taken into consideration for fixation of minimum wages in agriculture labour.

Labour Cooperative Societies

IV-15. As stated above, agricultural labour is seasonal and they are unemployed for more than 8 months in the year. The only solution to this problem is to divert these people to some other field of work when they have no work in agriculture. The surplus agricultural workers can be gainfully diverted into other fields such as construction, road repairing etc. as manual workers. But it is essential to safeguard them from unscrupulous contractors. For this purpose, labour cooperative societies of Scheduled Castes and other poor Backward Class Communities should be formed. The State Government should render all facilities to encourage such labour cooperatives by way of free registration, technical training etc. But the most important help the Government can provide is that all Government contracts should be given to these societies of poor communities. The Governments should issue strict instructions to P.W.D., District Collectors, Zilla Parishads, Village Panchayats and Executive Engineers that all labour work should be implemented through such labour Cooperative Societies of Scheduled Castes and other backward classes people. While forming such cooperative societies, the following three points should be kept in mind and these conditions should be fulfilled.

1. There should not be any exploitation by middleman.
2. Profit should be equally distributed among the actual workers who are members of such cooperative societies.
3. Cooperative Department authorities should keep periodical check on the working of these Societies so that there should not be any irregularity.

IV-16. There is a general feeling that such cooperative societies will not succeed due to illiteracy and ignorance of labourers. There are brilliant records of such labour cooperatives. The "Palanchanallur Labour Contract Cooperative Society Ltd." Palanchanallur S.A. Distt. Madras State is a typical example for this. The Society was established in 1953 and has now 573 members. The Society has also undertaken contract work for Rs. 14.00 lakhs since its inception.

IV-17. The problem of landless Scheduled Caste agricultural labourers, deserves the urgent attention of Central and State Governments. As they are most backward Class people in society, economically, educationally as well as socially, any attempt to raise the Community in these aspects should give due preference to them. With this object in view the Committee suggest the following two measures.

1. *Old age pension*

All Scheduled Caste persons above 60 years of age, having no income and nobody to support should be given old age pension. The rate of such pension should be fixed according to the cost of living but should be sufficient to cover the expenses on food and cloth.

2. *Employment in Public Sector Undertakings*

We have several Public Sector Undertakings spread all over the country, in towns as well as in villages. If 50% of labour work (manual labourers etc.) is reserved for landless Scheduled Caste agricultural labourers, this will help these poor unfortunate people in getting employment as well as coming up economically. The Committee, therefore, recommends that 50% labour in all Public Sector Undertakings should be reserved for landless Scheduled Caste agricultural labourers.

CHAPTER IV

PART C

LAND COLONISATION

IV-18. As stated earlier in the report, the majority of Scheduled Caste persons are engaged in agriculture. Landlessness among them is the major problem confronting their economic growth. Traditionally engaged in agriculture, as there is no chance of fully occupying as agricultural labourers due to seasonal nature of work, it is essential to settle down them on lands. With this objective in view, the Centre and State Governments have evolved schemes, as we have seen in the Chapter on land, to allot land to Scheduled Caste persons on priority basis. However, these schemes could not make much progress due to manifold difficulties encountered, mainly that economically too backward, the Scheduled Caste persons usually find it very difficult to find money for reclamation and proper settlement on lands. Many representations were received by the Committee during its tour that Scheduled Caste Agriculturists were not showing enthusiasm in accepting waste lands allotted to them mainly because of the expenditure involved in further development and settlement. To overcome these difficulties some of the State Governments have envisaged land colonisation schemes under the Centrally Sponsored Schemes. Under these schemes a few acres of land would be allotted to each family and like this a number of families would be settled together in places where large plots of waste lands are available and the settlers would also be given financial aids for the reclamation and proper settlement on lands and also for construction of houses, purchase of pough bullocks, agricultural implements, construction of schools and community centre, buildings, approach roads and minor irrigation facilities. A brief review of the Schemes as operated in various States in so far as information available with the Committee is given below:

IV-19. In Madras State the land Colonisation scheme is implemented through Co-operatives and these Societies are known as "Land Colonisation Co-operative Societies". With a view to encourage the organisation of farming Societies for the benefit of Scheduled Caste agriculturists on Government waste lands, the Madras State Government have formulated a pattern of assistance for them in the Third Plan, *vide* Government order No. 1414 Home dated 5th May, 1964. Such Cooperative Societies are formulated for Scheduled Castes and Scheduled Tribes in places where compact blocks of waste lands fit for cultivation are available. The Scheme was formulated in 3rd Plan and the State Government have intimated that it would be continued in the 4th Plan also. At present 61 land colonisation societies are running in Madras State from the Harijan Welfare funds. The Registrar of Cooperative Societies is in charge of the implementation of this scheme. A statement showing the provision made, expenditure incurred and the achievements made under the Land Colonisation Scheme in the Third Five Year Plan is given below:

Land Colonisation Scheme in Third Five Year Plan

(Rs. in lakhs)

Provision made	Expenditure incurred					
	Total	1961-62	1962-63	1963-64	1964-65	1965-66
25·00	11·99	2·58	2·80	3·05	1·98	1·58
Achievements (No. of Societies maintained)	—	23	26	50	55	55

IV-20. From the above statement it may be seen that the Madras Government sanctioned Rs. 25 lakhs for the Third Five Year Plan for land Colonisation but only Rs. 11.99 lakhs was spent and Rs. 13 lakhs was surrendered. This is most disappointing in view of the fact that housing conditions of Scheduled Castes in the State were not at all satisfactory.

IV-21. In Mysore State the Scheme to establish Agricultural Colonies was initiated during the Second Plan and a sum of Rs. 43.28 lakhs was sanctioned for this scheme for the plan period. The Scheme envisaged Provision of 5 to 10 acres of land to each family and also financial aid for reclamation of lands, construction of houses, purchase of plough bullocks and agricultural

implements, and construction of a school-*cum*-community centre building, approach roads, and drinking water wells. Each family was given a subsidy of Rs. 400 for construction of a house, Rs. 300 for purchase of a pair of plough bullocks, etc. Each colony was also provided with a School-*cum*-Community Centre building at a cost of Rs. 2,500 and Rs. 300 for a community Radio. During the Second Five Year Plan, it was envisaged to start 112 such agricultural colonies in an area of 21,763 acres of land to rehabilitate 2,374 Scheduled Caste families. The State actually started 116 such colonies during the Plan Period. However, in the Third Plan only 30 colonies could be established. Under the scheme a sum of Rs. 30.28 lakhs and Rs. 15.32 lakhs respectively was spent during the Second and Third Five Year Plans. The Committee appreciates the fact that the Mysore Government have done well compared to other States in the matter of land Colonisation, but the Committee regrets to note that Rs. 13 lakhs was lapsed in the Second Plan and only 30 colonies could be established in Third Plan. The Committee during its tour in the State enquired about the poor performance in the Third Plan and Director of Agriculture explained that this was due to non-availability of land from the Revenue Department. Director of Social Welfare also could not justify this shortfall in the Third Plan. In the circumstances, the Committee feels that there should be better coordination between the Revenue Department, the Director of Agriculture and the Director of Social Welfare. The Director of Social Welfare should take initiative in the matter and get the land released from the Revenue Department and place at the disposal of Director of Agriculture for establishment of agricultural colonies.

IV-22. In Kerala State the State Government commissioned eleven special colonisation schemes in the Second Five Year Plan for Scheduled Castes and Scheduled Tribes, and out of which three were entirely for Scheduled Castes. Under these special colonisation schemes the beneficiaries are given houses, land for cultivation, agricultural implements, irrigation facilities and such other amenities as to attract Scheduled Castes to settle down in life. A statement showing details of these three schemes is given below:

Statement Showing Details of the Land Colonisation Schemes of the Government of Kerala

Sl. No.	Name of the Scheme	Year in which sanction was given for the scheme	Year in which the last settler was given possession of land	Land transferred to the Deptt. of Harijan Welfare for distribution	Land actually transferred to families		No. of families actually settled	
					Total	Sch. Castes	Total	Scheduled Castes
1	2	3	4	5	6	7	8	9
				acres				
1.	Panathady	1958	1961	770·16	320	280	63	57
2.	Koothali	1958	N.A.	200·00	..	..	..	..
3.	Chethikulam	1959	1962	100·00	75	57	30	27
	TOTAL			1070·16	395	337	93	84

IV-23. The study team of the Committee undertook a study in Kerala. The progress of the scheme in Kerala is not satisfactory. Considering the acute shortage of land in the State and also the pressure on land, these three schemes are in fact negligible. The State Government should initiate more such schemes for the benefit of Scheduled Castes.

IV-24. The Uttar Pradesh State Government have also land colonisation schemes and it was proposed to establish 7 colonies under these schemes, out of which one has been completed and the work relating to others are in progress, as information furnished in 1967.

IV-25. It is quite unfortunate that the biggest State in India, in so far as area and Scheduled Caste population are concerned has done practically nothing in the matter of land Colonisation for Scheduled Castes. The State Government have also not

furnished information on their Colonisation Scheme in spite of repeated reminders. The very fact shows that the Uttar Pradesh Government are not willing to implement the scheme to the satisfaction of Scheduled Castes in the State. The Maharashtra State Government has established six colonies and rehabilitated 338 families during the Third Plan period. A sum of Rs. 5,26,550 was incurred on the scheme during the first four years of the Plan. Details of the Scheme not given.

IV-26. Punjab, West Bengal, Orissa, Bihar, Andhra Pradesh, Madhya Pradesh and Gujarat, State Governments and the Union Territories of Himachal Pradesh, Delhi, Manipur, Pondicherry and Andamans and Nicobar Islands have intimated that they had no scheme of land colonisation for the benefit of Scheduled Castes.

IV-27. Thus, it may be seen that in most of the States and Union Territories there is no scheme of land colonisation. In fact, the scheme has progressed somewhat well only in Mysore State and to some extent in Madras, Maharashtra and Kerala States also. In Uttar Pradesh and Rajasthan though they have schemes, it requires that the State Governments should take more interest in the implementation of their schemes.

Special Settlement for Scheduled Castes

IV-28. The concept of Special Settlement as defined by Babasahib Dr. B. R. Ambedkar, is reproduced below (These extracts have been taken from "States and Minorities; what are their rights and how to secure them in the Constitution of free India").

Provision for New Settlement

1. The following provision shall be made in the Constitution of the Union Government:

(i) There shall be a Settlement Commission under the new Constitution to hold uncultivated lands belonging to the State in trust for settlement of the Scheduled Castes in separate villages.

(ii) The Union Government shall set apart annually a fund of Rs. 5 crores for the purpose of promoting the scheme of settlement.

(iii) That the Commission shall have the power to purchase any land offered for sale and use it for the said purpose.

2. The Union Government shall from time to time pass such legislation as may be necessary for the Commission to carry out its functions.

Explanatory Note

IV-29. This is new demand but is justified by circumstances. At present, the Hindus live in the village and the Untouchables live in the Ghettoes. The object is to free the Untouchables from the thraldom of the Hindus. So long as the present arrangement continues it is impossible for the Untouchables either to free themselves from the yoke of the Hindus or to get rid of their untouchability. It is the close-knit association of the Untouchables with the Hindus living in the same villages which marks them out as Untouchables and which enables the Hindus to identify them as being Untouchables. India is admittedly a land of villages and so long as the village system provides an easy method of marking out and identifying the Untouchables, the Untouchable has no escape from Untouchability. It is the system of the Village plus the Ghetto which perpetuates Untouchability and the Untouchables therefore demand that the nexus should be broken and the Untouchables who are as a matter of fact socially separate should be made separate geographically and territorially also, and be settled into separate villages exclusively of Untouchables in which the distinction of the high and the low and of Touchable and Untouchable will find no place.

IV-30. The second reason for demanding separate settlement arises out of the economic position of the Untouchables in the villages. That their condition is most pitiable no one will deny. They are a body of landless labourers who are entirely dependent upon such employment as the Hindus may chose to give them and on such wages as the Hindus may find it profitable to pay. In the villages in which they live they cannot engage in any trade or occupation, for owing to untouchability no Hindu will deal with them. It is therefore obvious that there is no way of earning a living which is open to the Untouchables as long as they live in a Ghetto as a dependent part of the Hindu Village.

IV-31. This economic dependence has also other consequences besides the condition of poverty and degradation which proceeds from it. The Hindu has a Code of life, which is part of his religion. This Code of life gives him many privileges and heaps upon

the Untouchable many indignities which are incompatible with the dignity and sanctity of human life. The Untouchables all over India are fighting against the indignities and injustices which the Hindus in the name of their religion have heaped upon them. A perpetual war is going on every day in every village between the Hindus and the Untouchables. It does not see the light of the day. The Hindu Press is not prepared to give it publicity lest it should injure the cause of their freedom in the eyes of the world. The existence of a grim struggle between the Touchables and Untouchables is however a fact. Under the village system the Untouchable has found himself greatly handicapped in his struggle for free and honourable life. It is a contest between the Hindus who are economically and socially strong and the Untouchables who are economically poor and numerically small. That the Hindus most often succeed in supressing the Untouchables is due to many causes. The Hindus have the Police and Magistracy on their side. In a quarrel between the Untouchables and the Hindus the Untouchables will never get protection from the Police and justice from the Magistrate. The Police and the Magistracy naturally love their class more than their duty. But the chief weapon in the armoury of the Hindus is economic power which they possess over the poor escapism. But the only alternative is perpetual slavery."

IV-32. As already stated the problem of settlement of landless agricultural workers is very acute throughout the country and a solution of the problem is essential for the economic development of Scheduled Castes. At present Scheduled Caste landless agricultural workers are settled in small mud huts outside the villages of caste-Hindus in a most unhygienic manner, and are exploited in every respects by the caste-Hindus. They are completely neglected and have no hope to come out of the clutches of the caste Hindus. They are utilised mainly in agricultural work by others and are under paid and half starved. The development work implemented by the Government reaches only to the villages where caste-Hindus are residing and never extended to the nearby hutments where Scheduled Castes are settled down. For all practical purposes, they are considered as outsiders of the village and mainly kept there for being exploited by the caste-Hindus in the village. They are being harassed by the caste-Hindus are treated as slaves on ground of untouchability and economic dependence. It is, therefore, essential to set up special settlement or colonies for Scheduled Castes landless agricultural workers. If Government can acquire land for public purposes including those of rehabilitating refugees such as Dandakaranya Project, there is no reason why similar facilities should not be extended to the members of Scheduled Castes. Such villages or colonies should be self contained in all respects with sufficient cultivable land attached. There should be shopping facilities, approachable roads, drinking water wells, irrigation facilities, a Multipurpose Cooperative Society and also a School-*cum*-Community Centre. Mysore State Government have made some progress in these lines.

IV-33. Other State Governments should also come forward and establish such special settlements or colonies to accommodate landless Scheduled Caste persons to emancipate them from their present pitiable conditions.

IV-34. If the State Governments are not willing to come forward to establish such special settlements, the Central Government should take up the matter. The Committee recommends that at least Rs. 20 crores should be earmarked for this purpose in the Fourth Five-Year Plan.

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CHAPTER V

HOUSE-SITES AND HOUSING FOR SCHEDULED CASTES

A. *HOUSE-SITES*

The provision of house-sites to Scheduled Caste persons is a primary necessity for amelioration of their economic conditions and therefore this has been adopted as the main feature in development plans. What is urgently needed for them is a house-site rather than a house because for want of house-sites they construct their huts on lands owned by big landlords who engage them as agricultural or manual workers. Under such conditions they live in constant threat of being evicted at a short notice by the landlords. At the Seminar on Agriculture Labour convened by the Ministry of Labour and Employment, the then Labour Minister remarked that "if not housing, at least free house-sites should be given to workers."

An estimate of the enormity of the problem

V-2. On a rough estimate it has been estimated that out of about 34 lakhs landless labourers belonging to Scheduled Castes, a little over 2 lakhs have been provided with housing or house-sites during the last three Five-Year Plans. Thus, roughly 6.2 per cent of these people have only been covered so far. The detailed information in this respect is given at Annexure II. It has been further estimated by the Department of Social Welfare that 2.5 million house-sites at the rate of one house-site per family will be needed during the Fourth Five Year Plan period and for this purpose a provision of Rs. 20.00 crores will be necessary.

Legislative and Executive measures

V-3. This problem can be solved to some extent by conferring ownership rights to Scheduled Castes on the lands under their occupation through legislative and executive measures. It is observed that only in Bihar, legislation* has been promulgated to provide ownership rights to Scheduled Castes on their house-stead lands. But no such special laws exclusively for the benefit of Scheduled Castes in this direction has been passed in any of the States. Some executive measures have, however, been taken in Andhra Pradesh, Gujarat, Maharashtra, Madras, Jammu and Kashmir, Mysore, Orissa, Kerala, Pondicherry and Tripura for allotment of house-sites or for conferring ownership rights on Scheduled Castes on the house-stead or 'Bastu' land under their possession. In the States of Punjab and Union Territory of Delhi, lands accruing in process of consolidation of holdings have been allotted to Scheduled Castes for residential purposes. But the position is quite far from satisfactory in almost all the States. *It is, therefore, suggested that all the State Governments and Union Territory Administrations should adopt suitable legislative and executive measures for conferring ownership rights on the Scheduled Castes on house-stead lands under their occupation. And the present provisions should be implemented more effectively.*

Allotment of House-sites Central Sector.

V-4. The Seminar on Employment of Scheduled Castes and Scheduled Tribes, convened by the Planning Commission, emphasised the importance of allotment of house-sites to landless workers. It is, gratifying to note that the State Governments have adopted various schemes for providing house-sites to the Scheduled Castes under the Central Sector of the Backward Classes Plan during the Third Five Year Plan. Under the scheme provision has been made to provide house-sites to Scheduled Castes engaged in unclean occupations and landless agricultural labourers. *The Central Government give money to the State Governments for implementation of the scheme.* The State-wise information regarding financial provisions and physical targets achieved are given in the following table.

*Privileged Persons House-stead Tenancy Act, 1948.

TABLE No. I

Table showing the Plan provisions and expenditure incurred under the Central Sector during the Third Five-Year Plan

(In Rs. lakhs)

S. No.	Name of the State	Provision during the Third Five-Year Plan	Expenditure incurred during the first four years of the Third Five-Year Plan
1	2	3	4
1.	Andhra Pradesh	18·22	N.A.
2.	Assam	—	—
3.	Bihar	22·25*	3·14
4.	Gujarat	1·10	0·31
5.	Jammu and Kashmir	2·00*	0·59
6.	Kerala	9·15*	..
7.	Madhya Pradesh	9·05	5·32
8.	Madras	39·00*	35·31
9.	Mysore	4·50*	2·50
10.	Maharashtra	Not furnished	..
11.	Orissa	17·65	..
12.	Punjab	0·82	0·57
13.	Rajasthan	17·65*	..
14.	Uttar Pradesh	20·00	..
15.	West Bengal	8·65	6·42
	TOTAL	171·44	93·88

*NOTE : Combined provision for housing and house-sites.

V.5. It may be seen that an expenditure of Rs. 93.88 lakhs was incurred during the first four years of the Third Five-Year Plan as against the plan provision of Rs. 171.44 lakhs. Thus, only 54.70 per cent of the original provision could be spent. Our observations in regard to the working of the scheme in various States would illustrate this point further.

V-6. In *Andhra Pradesh* the Scheme of house-sites for those engaged in unclean occupations is being implemented by the local bodies and the house-sites programmes for landless labourers are being executed by the Zila Parishads. According to the procedure, the grants which are released by the State Governments to Zila Parishads, are taken as amounts actually spent. Some sort of inspection or check as to how the scheme is being implemented by the Zila Parishads or local bodies is not made by the State Government. With the result, the schemes are not properly executed by the Zila Parishads and no information in regard to utilization of funds and physical targets proposed or achieved etc., could be made readily available before the Committee. During the discussions with the Block Development Officer, Chittoor, it was intimated to the Committee that Rs. 85,000 was allotted to Panchayat Samities for providing house-sites to Scheduled Castes but nothing was spent. Obviously there is something wrong in the implementation of the scheme by the Panchayat Samities.

V.7. It is reported by the Government of Kerala that 12,500 house-sites for Scheduled Castes were proposed during the Third Five-Year Plan, but only 2,105 house-sites in an area of 241.82 acres of land were actually given to them by the end of the Third Plan. It shows that hardly 17 per cent of the target have been achieved in this period.

V-8. The Government of *Mysore* have adopted the scheme of acquisition of lands for providing house-sites of Scheduled Castes. Under the Scheme Rs. 4.50 lakhs with a target of 2,159 acres was provided during the Third Five Year Plan. But only 559 acres of land were given to Scheduled Castes for house-sites during the first two years. It is, however, reported that the scheme is being abandoned by the State Government. It is suggested that the State Government should continue this scheme for providing house-sites to Scheduled Castes in the rural areas and it should also be taken up in the industrial towns where there is heavy concentration of Scheduled Caste workers.

V-9. In *Madras* State Rs. 35.31 lakhs was spent against the plan provision of Rs. 39.80 lakhs during the first three years of the Third Five-Year Plan. Since the house-site scheme is combined with the housing scheme, it is not known how much was actually spent on house-sites programmes. It is, however, reported that during the first three years of the Third Plan 60,766 house-sites were allotted to the Scheduled Castes under the scheme. It is complained that in some places a number of house-sites are lying unused because they are wet lands and houses could not be constructed there until the land is raised. Alongwith acquisition of land, the State Government should also take up the responsibility for raising the lands so as to make it fit for construction of houses. A Sample Survey was conducted in some villages in Madras State by the Field Study Team of the Committee. It reveals that in *Gopinathaperumal Koil* village, about 3.08 acres were acquired for provision of house-sites to 54 Scheduled Castes families but pattas have been given only to 41 families and no pattas have been given to remaining 13 families.

V-10. In *Orissa* the scheme of house-sites is combined with the housing scheme. It is reported that in a number of cases the funds sanctioned to the local bodies for purchase of house-sites and construction of houses for Scheduled Castes had been lapsed for years together and thus, the Scheduled Castes had not benefited under the scheme.

V-11. The Government of *Punjab* have made a provision of Rs. 0.82 lakhs to provide house-sites to 411 persons during the Third Plan. But only 0.14 lakhs was spent during the first four years of the Third Plan and no amount was spent thereafter.

V-12. In *Uttar Pradesh* during the Third Five-Year Plan funds were provided for giving subsidies for purchase of 4,000 house-sites and work-sites for the Scheduled Castes. But only 2,446 house-sites and work-sites could be allotted to them and thus, the proposed physical targets have not been achieved.

V-13. The *Government of Gujarat* have made a provision for house-sites for members of the Scheduled Castes engaged in unclean occupations under the Central Sector of the Scheme and the maximum limit of subsidy has been fixed at Rs. 500 per family. Out of plan provision of Rs. 1.00 lakh a sum of Rs. 50,000 was spent for 201 families, during the Third Five-Year Plan. The Committee, has, however, been informed that short falls in the achievement of financial targets were due to some practical difficulties experienced in purchasing private lands in villages and also because a number of beneficiaries did not forthcome to take advantage of the scheme. Many Scheduled Caste persons represented before the Committee for the revival of post-war Reconstruction Scheme No. 219 which provides for free grant of land where Government land is available.

V-14. In *West Bengal* Rs. 6.42 lakhs during the Third Five-Year Plan and Rs. 1.59 lakhs during 1966-67 was actually spent under the scheme. The allocation for this scheme is so meagre and the benefit so scanty considering the acute problem in the State. Under the present scheme grants are given to each family @ Rs. 200 in the rural areas and Rs. 500 in urban areas for purchase of house-sites. The Study Team observed that in Chambita village the beneficiaries in fact were given only Rs. 150 to Rs. 200 for this purpose by the Government.

V-15. *Madhya Pradesh*, according to original scheme, developed plots were provided to Scheduled Caste families engaged in unclean occupation at a cost of Rs. 1,300. In Addition, Rs. 250 was prescribed for building material. Out of the total cost of Rs. 1,550, 75% is paid as subsidy by the Central Government.

V-16. Under the Scheme of the *Maharashtra* Government financial assistance to the extent of Rs. 200 per family is given to Scheduled Castes in rural areas for purchase of building sites. During the year 1965-66 an expenditure of Rs. 6,838 only was incurred to provide house-sites to 65 families. And under colonisation scheme for Scheduled Castes, 100 families have been settled at a cost of Rs. 1,74,600 in the same year. The problem is acute in the State. During its visit in the State the Committee observed that the residential localities of Scheduled Castes specially in rural areas are conjested and unhealthy. In the absence of proper house-sites, many Scheduled Castes have constructed their huts on the available vacant lands, but they are likely to be evicted by the Government Authorities.

Allotment of house-sites State Sector.

V-17. Besides the scheme of house-sites under the Central Sector, some State Governments and Union Territroy Administra-

tions have also evolved schemes for providing house-sites to Scheduled Castes under the State Sector of the Backward Classes Plan during the Third Five-Year Plan. Under the scheme the subsidy amount is shared on 50:50 basis between the Central Government and the State Government. Detailed information regarding financial and physical targets achieved is given in the following table.

TABLE No. 2

Table showing the Plan provision and expenditure incurred under the State Sector during the Third Five-Year Plan

(Rs. in lakhs)

S. No.	Name of the State	Provision during the Third Plan	Expenditure incurred during first four years of Third Plan
1	2	3	4
1.	Andhra Pradesh	5·70	3·70
2.	Kerala	14·60	10·91
3.	Mysore	21·59	2·63
4.	Orissa	3·00	2·00
5.	Punjab	0·75	0·45
6.	Uttar Pradesh	28·00	8·85
7.	Delhi	2·00	0·78
8.	Himachal Pradesh	3·00	2·38
9.	Pondicherry	2·55	1·27
	TOTAL	78·19	32·97

V.18. It may be seen from the above that an expenditure of Rs. 32.97 lakhs was incurred against total allocation of Rs. 78.19 lakhs on the house-sites. Some of the reasons given for low expenditure are mentioned under :—

In *Andhra Pradesh* provision for the scheme of house-sites under the State Sector which was originally amounted to Rs. 6.2 lakhs, was subsequently reduced to Rs. 5.70 lakhs. And during the first two years of the plan no expenditure was incurred and during 1963-64 a sum of Rs. 5.70 lakhs was spent. Subsequently from 1964-65 the scheme had been dropped as only a meagre amount was made available.

In *Uttar Pradesh* the scheme was implemented during first four years of the Third Plan and only Rs. 8.85 lakhs out of the plan outlay of Rs. 25.00 lakhs was actually spent. It is reported that against a target of 5,000 work-site and house-sites only 1454 were allotted. The position is also quite disappointing in Mysore. Out of Plan provision of Rs. 21.59 lakhs on the scheme about Rs. 9.68 lakhs only could be spent during the first four years of Third Plan. Information has not been furnished by other State Governments. In view of the position narrated above, it is essential that all the State Governments should take effective steps and adequate care to fully implement the scheme for the benefit of Scheduled Castes.

Observation of the Committee

V.19. The main reasons for unsatisfactory progress of the scheme are given below :—

(i) Lack of interest and enthusiasm on the part of State Governments.

(ii) Administrative procedure for acquisition and allotment of house-sites is cumbersome and time consuming.

(iii) Unwillingness of the beneficiaries to shift from their original huts to the colonies set up under the scheme.

(iv) The scope for economic activities near about the colonies is also at times not taken into consideration before establishing the colonies.

(v) It has not been made clear in many cases whether the beneficiaries would enjoy proprietary rights over the land given to them for house-sites under the scheme.

(vi) Inadequate provision of amenities like drinking water, roads, marketing facilities etc.

(vii) Lack of specific provision for allotment of abadi lands (Residential land).

Recommendations

V-20. After taking into consideration the above facts, *it is suggested that the State Governments and Union Territory Administrations should review the house-site scheme to incorporate the following measures to surmount difficulties* :—

(i) Special Revenue Officers may be attached with the Directorate of Harijan Welfare to expedite acquisition of land for house-sites to Scheduled Castes as in vogue in Madras State.

(ii) Ownership rights over the house-site should be given to the beneficiaries as soon as they construct their houses.

(iii) The cost of acquisition should be borne by the Government.

(iv) At the time of establishing housing colonies, consideration should be given to scope of employment opportunities for the settlers in and around the locality. There should also be adequate provision for supplementary income such as cottage industries/crafts, occupations allied to agriculture such as dairy farm, poultry etc.

(v) Whenever house-sites/abadies are proposed to be allotted or auctioned at a new place, the State Governments/Union Territory Administrations should reserve a percentage of house-sites for members of Scheduled Castes. Such plots should be given free of cost. Further, help in the shape of loans and subsidies, should be given to them to build houses on the plots. It is noticed that the State Governments of Kerala, Madras, Mysore etc., have adopted some schemes in this direction. It is desirable on the part of other State Governments and Union Territory Administrations also to implement such schemes.

CHAPTER V

B. *HOUSING*

V-21. Lack of housing is an important problem facing the Scheduled Caste persons. Besides 'House' being a status symbol provision of housing for the Scheduled Castes will not only raise the level of living but also bring a transformation in their social status. The acuteness of the problem has already been explained earlier.

Extent of financial Assistance for construction of Houses.

V-22. Under the Central Sector Scheme the extent of financial assistance given varies from State to State. In most of the States a subsidy of Rs. 750 is given for a house costing Rs. 1000 and the beneficiaries are required to contribute voluntary labour and materials estimated to the cost of Rs. 250. Under the State Sector it varies from Rs. 300 in Andhra Pradesh and Tripura to Rs. 1000 in Kerala and individual contribution varies from Rs. 200 in Andhra Pradesh, Madras and Punjab to Rs. 500 in Delhi and Manipur. The rate of subsidy provided under the schemes originally, was found insufficient due to recent increase in the cost of construction materials. And the Government of India have decided in July 1962 to raise the ceiling cost of Rs. 1000 per tenant to Rs. 1,200 making it discriminatory for the State Governments to raise it to Rs. 1600 per house in special cases in black soil areas, hilly regions and remote places. In case of snow bound areas, the ceiling cost of construction of house has been fixed at Rs. 2,000 of which 75% will be subsidised and the balance 25% should be contributed by the beneficiary in the form of cash labour or building material.

V-23. In case of the schemes under the Central Sector 75 per cent of the cost of construction is borne by the Government of India and in case of the scheme under State Sector the subsidy amount is shared on 50 : 50 basis between the State and the Central Government. None of the State Governments have intimated to the Committee whether they had raised the rates of financial assistance for the construction of houses in accordance with the pattern of assistance proposed under the State Sector of the Scheme.

Housing Schemes—State Sector

V-24. Under the State Sector of the Third Five Year Plan, the State Governments and Union Territory Administration formulated a scheme to provide aids for the construction of houses for Scheduled Caste. Details of financial provisions and expenditure incurred during the Third Plan period are given in the following table.

TABLE No. 1

Table showing the plan provision and expenditure incurred under the State Sector of the Backward Classes Plan

(Rs. in lakhs)

Name of the State	Expenditure incurred during the Second Plan	Third Five Year Plan	
		Plan provision	Expenditure incurred
Assam	9·16	15·00	3·20
Andhra Pradesh	66·10	Dropped the Scheme	
Bihar	10·73	Dropped the Scheme	
Kerala	30·60	30·84	19·12
Madras	92·89	39·53	41·06
Mysore	15·15	4·00	4·92
Orissa	4·85	..	..
Punjab	17·87	3·50	5·25
Rajasthan	4·50	Dropped the Scheme	
Maharashtra	N.A.	N.A.	N.A.
U.P.	10·73	52·50	22·54
West Bengal	0·01	Dropped the Scheme	
Delhi	11·59	12·00	9·16
H.P.	4·31	..	4·62
Manipur	0·65	1·00	0·74
Pondicherry	2·13	2·55	1·46
TOTAL	282·45	161·92	112·96

Out of the total allocation of Rs. 161.92 lakhs, expenditure of Rs. 112.96 lakhs was incurred during the Third Five Year Plan which accounts for 69.8% of the total plan provision. It may be seen that considerable amount of money could not be utilized in Assam, Kerala, U.P., Tripura and Pondicherry. The Committee also fails to understand why the State Governments like West Bengal, Bihar, Andhra Pradesh etc., have dropped their housing schemes under the State Sector of the Plan. It indicates lack of interest on the part of these State Governments in the matter which is highly disappointing. It is, therefore, suggested that *the State Governments and Union Territory Administration should implement the housing scheme under the State Sector and adequate should be taken to ensure that there is no lapse of funds in future.*

Recommendations—State Sector

V-25. It is observed by the Committee during the course of the tour in various States, that the extent of benefits derived by the Scheduled Castes under the State Sector of the scheme was quite inadequate. There is no appreciable change in the housing condition of the Scheduled Castes in rural areas as most of the State Governments have not paid any special attention to the problem. It is, therefore, suggested that all the State Governments and Union Territory Administrations should review the housing scheme under the State Sector suitably to incorporate the following recommendations to make the scheme effective :—

(1) Where the State Governments construct houses for Scheduled Castes under the Schemes, proprietary rights over the houses should be given to the beneficiaries but it should be ensured that the beneficiaries are not alienating the house.

(2) After grant of subsidy, follow-up action should be taken by responsible officers of the State Government to ensure that the funds are spent for the specific purpose for which they were given.

(3) Along with the grant of subsidies for the construction of houses, it is essential that there should be comprehensive programme for providing necessary amenities such as drinking water, drainage, roads marketing facilities etc.

(4) It has been noticed that the price of building materials, labour cost have increased throughout the country and the rate of subsidy/loan etc., now given by various State Governments for construction of houses is quite insufficient. It is, therefore, suggested that the rate of subsidy/grant under the housing scheme of the State Sector should be raised to Rs. 3000 in rural areas, Rs. 5000 in special cases and in black soil areas, hilly regions and remote places and Rs. 3000 in case of snow-bound areas.

(5) The amount of grant for construction of houses should not be given to the beneficiaries in cash as far as possible. The State Governments should construct the houses and then allot to the beneficiaries.

(6) The houses constructed and allotted under the scheme should have the minimum amenities of one room, a varandah, kitchen, bath-room and latrine.

Central Sector—Housing Scheme for Sweepers & Scavengers

V-26. There is no appreciable change in the living and working conditions of sweepers and scavengers, since independence. For raising the living standard of sweepers and scavengers, it is essential to provide them with good houses in clean and healthy surroundings. Under the **Central Sector** of the Backward Classes plan a provision of Rs. 320 lakhs was made during the Third Five Year Plan. The State-wise allocation in this regard is given in the following table.

TABLE No. 2

(Rs. in lakhs)

S. No.	Name of the State/Union Territory	Provision made in the III Plan for housing and house sites	Total expenditure of Third Five Year Plan
1	2	3	4
1.	Andhra Pradesh	38·10	37·94
2.	Assam	3·00	3·00
3.	Bihar	22·25	10·50
4.	Gujarat	6·10	3·34
5.	Jammu & Kashmir	3·00	1·93

TABLE No 2—*contd.*

1	2	3	4
6.	Kerala	9·15	5·61
7.	Madhya Pradesh	27·05	10·35
8.	Madras	39·80	28·85
9.	Maharashtra	13·85	14·55
10.	Mysore	4·50	6·42
11.	Orissa	17·65	17·21
12.	Punjab	13·85	13·03
13.	Rajasthan	17·65	19·65
14.	Uttar Pradesh	66·40	24·88
15.	West Bengal	17·65	10·06
16.	Delhi	12·00	11·70
17.	Himachal Pradesh	5·00	5·59
18.	Manipur	1·00	1·00
19.	Pondicherry	1·00	0·23
20.	Tripura	1·00	0·95
	TOTAL	320·00	228·79

From the above table it may be seen that the progress of the scheme in the State of Bihar, Gujarat, Kerala, Madhya Pradesh, Madras, Uttar Pradesh and West Bengal and Union Territories of Pondicherry and Tripura is quite disappointing. The reason of this that due priority is not given to the scheme by the Government when there is heavy demand for houses for these people throughout the country and when it is appreciated by all it is not understood as to why this amount is lapsed.

V-27. The pattern of housing scheme implemented by the various States and Union Territories for the benefit of the sweepers and scavengers is as stated below:

Pattern of financial assistance in various States

Andhra Pradesh.—For the construction of houses for sweepers and scavengers a subsidy of Rs. 750 per house is granted to the local bodies under the Centrally Sponsored Progrr nme. The remaining cost of construction ot the house is borne by the local bodies, concerned from their own resources. The ownership of the house vests with the Municipality and the sweepers and scavengers who are allotted the houses have to pay a subsidised rent.

Bihar.—The ownership of the house constructed under this scheme vests in the beneficiary and they have to contribute 25% in the shape of labour, as their own contribution.

Gujarat.—Under the Central Sector there is a provision to grant subsidy upto Rs. 750 per family engaged in sweeping and scavenging work, for the construction of houses. Besides they are granted subsidy upto Rs. 500 for purchase of house-sites.

Jammu & Kashmir.—The ownership of the house vests with the beneficiary. In Jammu province the cost of house is Rs. 1,600 and in other areas of the State it is Rs. 2,000. 75% is given as subsidy and 25% of the cost is met by the beneficiaries.

Kerala.—Sweepers and scavengers under municipalities and Panchayats whose annual income does not exceed Rs. 1200 are entitled for this benefit. The ownership of the house vests on the beneficiary, but the house cannot be alienated. 75% of the cost of house is given to the Municipal Committee, and the remaining 25% being contributed by these bodies, either as grant or interest free loans repayable in ten years.

Madhya Pradesh.—75% of the total cost of a house is admissible as subsidy and 25% is to be paid by the beneficiary or the local body. The ownership of the house vests in the individual beneficiary. In black cotton soil or hilly areas the cost per house can be raised to Rs. 1,600.

Madras.—Out of the total cost of Rs. 1500 fixed for the house, Rs. 750 is given as subsidy by the Government, and the balance *i.e.* Rs. 750 is contributed by the local bodies. The ownership of the house vests with the Municipality and so long as sweepers and scavengers are in service of the Municipality they can occupy the quarter.

Uttar Pradesh.—75% of the cost is met from the subsidy from the Government and 25% is contributed by the individual beneficiary. The ownership of the house vests with the local bodies. Although the cost of a house is fixed at Rs. 1200 it can go upto Rs. 1600 and Rs. 2,000 in hilly and black cotton soil areas respectively. Under the U.P. Scavengers Act, 1936 (Section 200 & 201). the Scavengers are held responsible for the

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cleanliness of the latrines they clean. If the latrine is not kept clean, the owner of the house can move the court and get the scavengers punished under the Act. The most interesting part of the Act is that it has not mentioned anything about the timely payment of the scavengers on any of his rights. The scavengers on these days were also not employees of the Municipalities, they were private employees of the house-owners. When the Municipality or the Government is not responsible for the salary or other service conditions of scavengers, their interference only in the matter of cleanliness is highly injustice. In Malkani's Report it is mentioned that similar Acts were in force in Punjab and Rajasthan. Unfortunately even in Malkani's Report nothing has been mentioned about this injustice to scavengers. It is high time that the Government should amend such Acts in favour of the scavengers.

West Bengal.—During the Third Plan period grants were given to the municipalities for construction of sweepers quarter @ Rs. 900 per quarter in normal cases, Rs. 1200 per quarter in special cases, Rs. 1500 per quarter for hilly areas provided the contribution of the Municipalities is Rs. 300, 400, and 500 respectively for the purpose.

Rajasthan.—Subsidy is given at the rate of Rs. 750 per pucca house, and Rs. 500 for Kachcha house per beneficiary. The contribution of the beneficiary has not been fixed and it depends on the plan of the beneficiary. The subsidy is given to the beneficiary in cash.

Observations of the Committee and Recommendations

V-28. The Committee during its tour in various States had the opportunity to visit some of the colonies constructed by the State Governments for sweepers and scavengers. In most of the colonies there is no lighting arrangement. Surroundings are very dirty, without any sanitary arrangements. It is a pity that the surroundings are usually used by the municipalities and dumping grounds for night soil. No water tap is provided in the flats and in most cases only one tap is provided for the whole colony. Some of the flats are found to be leaking in rainy season. No repair has been made in some cases even for 15-20 years.

V-29. In view of the above facts the Committee suggest the following measures for consideration:—

(i) It should be ensured that in all colonies adequate arrangements are made for lighting, sanitation approach roads, medical facilities, water-taps etc.

(ii) It is observed that localities in which the housing colonies have been built by most of the State Governments, are very dirty, unhygienic and in several cases near to Nalas' flowing dirty water emiting bad smell. It is, therefore, recommended that the State Governments should ensure that the colonies for sweepers and scavengers are constructed in neat and hygienic localities.

(iii) In case more than one member of a family is employed in the Local Body rent should not in any case be levied from more than one employee;

(iv) In no case the beneficiary should be asked to contribute towards the cost of construction either in the form of free labour, supply of materials etc.

(v) As the intention of the scheme is to provide permanent shelter to the Scheduled Castes it is not proper on the part of the local bodies to force their employees to vacate the quarters after their retirement from service. It is, therefore, suggested that where the local bodies are not willing to confer ownership rights to the allottee, no fund out of the Backward Classes Sector should be given to them for construction of houses for Scheduled Caste employees. In such cases the fund should e pooled from the housing scheme nder the General Sector of the lan.

CHAPTER VI

INDUSTRIES

In the context of rapid industrial development of the country the rural manpower has to play a leading role. It has been felt that this section should not remain isolated. They must derive their due share of benefit from it. What is urgently needed to achieve this objective is the development of cottage and small scale industries to attract more and more Scheduled Castes from agriculture to industries.

Provisions made for the development of cottage industries during the Third Five Year Plan

VI-2. The scheme for the development of the cottage industries in which the Scheduled Castes are engaged have been undertaken by the various State Governments and Union Territory Administrations under the State Sector of the Backward Classes Plan during the Third Five Year Plan. Scheduled Castes are mostly engaged in tanning, leather work, handloom weaving, spinning, carpentary, blacksmithy, basket making and other handicrafts. The programmes for the development of cottage industries included in the State Sector was confined mostly to giving subsidies to trained and hereditary artisans from amongst the Scheduled Castes for getting up or improving their own trade or business. And also for running training-*cum*-production centres for imparting training to them so as to enable them to acquire necessary skill in the trade and also in the use of improved tools. Information on the provision made, expenditure incurred and physical targets achieved during the plan period may be seen at annexure I.

VI-3. The allocation for the programme by the various State Governments and Union Territory Administrations was Rs. 422.03 lakhs against which an expenditure of only Rs. 231.13 lakhs was incurred. Thus only 55 percent of the total allocation could be spent during the Third Five Year Plan. This amount in many States has been spent on the schemes for grant of stipends to Scheduled Caste trainees undergoing training in the various ITIs. In U.P. this money is also being spent for the establishment of Industrial Estates under the head of cottage industries.

Working of the Cottage Industries Scheme in different States and Union Territories

VI-4. The information about the working of the cottage industries schemes in various States and Union Territories during the Third Five Year Plan period is as given below :—

Andhra Pradesh

There was a scheme for giving aid to individual artisans and Cooperative Societies to carry on their trade and crafts. But the scheme was implemented only during the year 1961-62 and was deleted from the Plan Sector. In its place a new scheme of training-*cum*-production centres was introduced in the year 1962-63 but it could not be implemented in the Third Plan. The Committee fails to understand the reason for which the scheme could not be implemented. It is hoped that the State Government would take care to implement the scheme at least during the Fourth Five Year Plan.

Kerala

During the Third Five Year Plan, the scheme of Industrial Training Centres was implemented for the economic upliftment of the Scheduled Caste persons. Under the scheme training was imparted to Scheduled Castes in Handloom weaving, spinning, carpentary, garment making, mat weaving, etc. and subsidy was given to technically trained persons for enabling them to settle themselves in the trades in which they were trained. The general complaint is that after completing the training there is no follow up action and no amount is sanctioned by the Government for starting the industry. An amount of Rs. 4.35 lakhs was incurred as against the plan provision of Rs. 5.11 lakhs for the trainees.

Tamil Nadu

The cottage industries scheme is being implemented on satisfactory lines. During the Third Five Year Plan an amount of Rs. 40.00 lakhs was allocated for cottage industries. It is reported that an expenditure of Rs. 38.14 lakhs was incurred.

Maharashtra

Under the scheme of grant of loans-*cum*-subsidy to Scheduled Caste persons for cottage industries and professions, a provision of Rs. 11.00 lakhs was made during the Third Plan and against which a sum of Rs. 13.24 lakhs was incurred. Though no physical targets were fixed, about 8242 persons had been benefited by the end of the Plan. Besides, 7 training centres are run by the State Government under the 'committed expenditure schemes' with a view to impart training in tailoring, carpentary and black-smithy, tanning, basket-making etc. Hereditary industries such as shoe-making, basket-making etc. are very popular but the maximum assistance admissible under the scheme for cottage industries is only Rs. 500. From the views expressed by the State Government, it appears that if the amount of assistance is increased, this will attract Scheduled Caste persons to cottage industries in rural as well as urban areas. It is gratifying to note that though there was no provision for aid to artisans under the Backward Classes Sector, the scheme had been included under the General Sector, and financial assistance had been given to Scheduled Caste artisans.

West Bengal

During the Third Five-Year Plan an amount of Rs. 20.50 lakhs was allocated for cottage industries and out of this allocation only Rs. 15.85 lakhs was actually spent. This short fall accounts for the non-implementation of certain schemes like service-*cum*-training centres for leather industries with provision for demonstration.

Madhya Pradesh

During the Third Five-Year Plan, a provision of Rs. 10.00 lakhs and Rs. 23.00 lakhs was made for subsidies for cottage industries and training-*cum*-production centres respectively. It is disappointing to note that the scheme of subsidies for cottage industries which would have been very useful for the Scheduled Castes could not be implemented during the Third Plan and the money allocated for this scheme was diverted to the scheme for scholarships. This deserves the attention of the State Government. It has been observed that the provision originally made for the scheme of training-*cum*-production centres was further reduced to Rs. 13.36 lakhs. And out of this, a sum of Rs. 11.19 lakhs has been spent. It is also learnt that out of 4 training-*cum*-production centres proposed to be set up during the Third Five-Year Plan, only 3 centres have been started.

Jammu & Kashmir

During the Third Five-Year Plan a provision of Rs. 4.36 lakhs was made for the establishment of cottage industry centres and also for giving subsidy to Scheduled Castes trainees in various trades. But it is disappointing to note that against this allocation only a very meagre amount of Rs. 1.24 lakhs was spent for this purpose during the Plan.

Bihar

During the Third Five-Year Plan a provision of Rs. 3.00 lakhs was made for giving subsidies to 600 artisans. But out of the Plan outlay, only a sum of Rs. 1.81 lakhs could be spent. Thus, there is considerable shortfall in the expenditure. But it is observed that the physical target has been far exceeded because as many as 1146 persons have been given subsidies against the proposed target of 600 persons. It is further noticed that there was no scheme for establishing new training-*cum*-production centres during the Third Plan.

Mysore

A numer of schemes *viz.* (a) tailoring courses for Scheduled Caste candidates, (b) aid to persons pursuing various professions; (c) purchase and supply of sewing machines; (d) lacquare-ware production centre; (e) occupational Institutes for girls and women; and (f) coir Industries Institutes etc. have been undertaken for the welfare of Scheduled Castes. For all these schemes a plan provision of Rs. 16.24 lakhs was made against which expenditure of Rs. 16.80 lakhs was incurred during the Third Plan. The Committee was informed by non-officials that loan for cottage industries is not given to Scheduled Castes on the ground that the Scheduled Castes are not in a position to contribute their share. Committee was further informed that other persons are taking the advantage of this scheme at the cost of the Scheduled Castes.

Himachal Pradesh

The following schemes *viz.* (a) training-*cum*-production centre; (b) follow-up programmes; (c) distribution of tools and implements to trained Scheduled Caste artisans; (d) subsidy for the construction of work shops for training, etc. have been implemented for the benefit of the Scheduled Castes. During the Third Five-Year Plan a sum of Rs. 7.63 lakhs during the plan provision of Rs. 7.00 lakhs were spent for these schemes

Manipur

During the Third Five-Year Plan a sum of Rs. 1.00 lakh was allocated for the distribution of tools and equipments and for giving aid to workshop run by co-operative societies. It is reported that against this allocation only an amount of Rs. 0.73 lakh was spent.

Pondicherry

An expenditure of Rs. 1.08 lakhs was incurred against the plan provision of Rs. 1.00 lakh for the implementation of the scheme of vocational training and aid to artisans during the Third Five-Year Plan. About 151 persons have been given vocational training and aid under the scheme.

Andamans

A large number of people from the Scheduled Castes have occupied Andamans. They are all refugees from East Pakistan. Their financial position is not satisfactory. In order to improve their economic condition some sort of subsidy should be provided to give training in industries and to start their own industries.

LOAN SCHEME OF TAMIL NADU STATE GOVERNMENT

VI.5. In the current year, 1968-69 the Madras State Government introduced a very attractive scheme to extend loan to needy persons engaged in printing press, cycle shop, tinnery etc. for development work. The amount of loan varies according to each profession. For printing press the maximum loan given is Rs. 500. For this purpose the State Government have made a provision of Rs. 1.00 lakh for 1968-69. The difficulties expressed by the Scheduled Castes are that they had to give security for obtaining the loan. Most of the Scheduled Caste persons are not in a position to give security. However, the scheme is considered to be a very useful one for the development of small industries among Scheduled Castes. Government should make necessary arrangement for personal security for the loan given to them for development of industries. It is, therefore, suggested that other State Governments also should follow this commendable example.

OBSERVATIONS AND SUGGESTION

VI.6. As stated earlier, during the tour in various States the Committee made attempts to study the working of the various schemes of cottage industries and also the nature and extent of benefits derived by the Scheduled Caste persons from these programmes. Study of the schemes reveals that the most serious drawback is lack of marketing facilities for finished goods produced by the Scheduled Caste artisans and Industrial Co-operative Societies set up for them. Most of the finshed products of the Co-operative Societies *viz.*, cloth, leather, leather goods, etc. remain unsold. It has also been noticed that in some cases co-operative societies work successfully for three or four years and after the unsold goods are accumulated, profits of these societies gradually decline. As a result it becomes impossible for the society to function effectively.

VI.7. In consideration of the above points, the committee recommends that cottage industries programme for economic upliftment of the Scheduled Castes under the Backward Classes Sector should be institutionalised and comprehensive and co-ordinated efforts with proper supervision and follow-up should be made. Andhra Pradesh State Government have suggested that a Backward Classes Finance Corporation should be set up for this purpose. The Corporation should be assigned with three broad functions, namely (a) administration of training programmes in crafts, industry and profession on a fully subsidised basis on behalf of the Government; (b) supervision of the organisation of co-operatives and financing them; and (c) marketing of the products of various institutions and organisation of Backward Classes. It is felt that this Corporation will be useful for the development of cottage industries. It is hoped that the proposed Finance Corporation will be very effective in promoting Co-operatives amongst the Scheduled Castes as well as giving improved training and providing funds for purchase of raw materials and marketing of finished goods produced by Scheduled Caste artisans and organisations. *It is, therefore, recommended that all the State Governments and Union Territory Administrations should take a tangible step for the establishment of Backward Classes Finance Corporation for promotion of cottage industries as early as possible. The Committee also recommends that at least Rs. 20 crores should be provided in Fourth Plan for this purpose.*

2. It is suggested that *all the State Govts. should take suitable steps to repattern the traditional Cottage industries on the lines of the modern developed small scale industries as early as possible.* In order to save the cotttage industries from competition from the mechanised sector, it is suggested

that *Government Department, Local Bodies etc. should give preference to the products of the Cottage Industries in their purchase.*

3. As stated earlier, the main difficulty faced by the Cottage Industries *viz.*, weaving, shoe-making, etc. is marketing of finished products. It is, therefore, suggested that Government organisations like State Trading Corporation which is engaged in purchase and export of commodities should purchase the products of the Scheduled Caste Co-operative Societies at reasonable rates.

4. The Government of India should adopt a comprehensive programme for imparting industrial and managerial training to deserving Scheduled Caste persons. On completion of training these persons should be encouraged to form themselves into industrial cooperatives and avail of the opportunities thrown open by the Industries Department of the State as well as the Central Government.

5. The Government of India should review the existing rules and regulations of granting aids and subsidies to small industries and adopt suitable measures for providing liberal loans/grants and other facilities *viz.* supply of machinery on hire-purchase basis, sites in the industrial estates, etc. to Industrial Co-operatives of Scheduled Caste persons as well as Scheduled Caste individuals who want to start small scale industries.

CHAPTER VII

COOPERATION

Co-operatives play a pivotal role in the amelioration of economic conditions of the weaker Section. It brings all the human and material resources into a single and provides opportunities for getting benefits of large scale operations and management without curtailing individual freedom.

VII.2. 90% of the Scheduled Castes live in the rural areas. They are disorganised and spread over in all the villages. The economic backwardness of the Scheduled Castes, coupled with social handicaps and lack of education come in the way of securing proper financial assistance from available resources in the country. As a result, their participation is limited to certain types of co-operatives like farming co-operaives, labour co-operatives, leather co-operatives, weavers co-operatives, salt co-operatives, etc. Most of these co-operatives have been created mostly for the needs of the agriculturists and no significant change has been made in the course of economic development in the rural areas. The most significant factor is that under various systems of financial co-operative only 4% of the loan was granted to the agriculture sector where most of the Scheduled Castes and Scheduled Tribes are living and as a result the Scheduled Caste people could not derive any benefit under the general scheme of co-operation. What is urgently needed for economic rehabilitation of Scheduled Castes is formation of co-operatives with adequate provision.

PROGRESS OF CO-OPERATIVES MOVEMENT AMONG SCHEDULED CASTES

VII.3. Only a few State Governments have undertaken measures for development of co-operatives among the Scheduled Castes under the State Sector of the Backward Classes Plan during the Third Five-Year Plan. It is quite disappointing to note that no provision exists for co-operatives schemes for the Scheduled Castes at present in the Central Programme of the Third Five-Year Plan except that some amount has been made available under the Housing Co-operative Schemes for sweepers and scavengers. Under the State Sector a provision of Rs. 198.87 crores was made by seven State Governments for the Scheduled Castes for organising various types of co-operatives. Details of allocation, actual expenditure incurred, etc. are given in the following tables :—

TABLE No. 1

(Rs. in Lakhs)

Sl. No.	Name of State	Allocation made during the Third Plan	Expenditure incurred during the first four years of the Third Plan
1.	Assam	2·00	0·70
2.	Bihar	3·00	0·52
3.	Kerala	3·65	1·78
4.	Madras	Not furnished	..
5.	Maharashtra	186·00*	88·42
6.	Mysore	2·00	0·52
7.	Orissa	2·22	1·59
	TOTAL	198·87	93·53

*Combined with housing co-operative society.

It may be seen from the above table that only Rs. 93.53 lakhs was spent out of total allocation of Rs. 198.87 lakhs during the first four years of the Third Five-Year Plan. The scheme has not been properly implemented by the States of Bihar, Assam, Kerala and thus, there is considerable lapse of funds.

Observations of the Committee

VII.4. During the course of the tour, the Committee tried to assess the extent of benefits derived by the Scheduled Castes from the various types of co-operatives functioning in the States. Some of the observations are given below :—

VII.5. The Government of *Andhra Pradesh* have not undertaken any programme for the development of co-operatives especially among the Scheduled Castes under the State as well as Central Sectors of the Backward Classes during the Third Five-Year Plan. It is, however, reported that the Scheduled Castes in the State were deriving benefits of co-operatives under the General Sector of the Plan. Members of Scheduled Castes are given financial assistance along with other members of the co-operative societies. No separate training programme is also envisaged for them.

VII.6. The Government of *Bihar* have encouraged the Co-operative Scheme for the Scheduled Caste under the State Sector during the Third Five-Year Plan. It is reported that 4 graingolas and 58 societies were set up for the benefit of Scheduled Castes. As per the recommendations of Bhargava Committee various types of co-operatives for Scheduled Castes have been organised in the State *viz.* Co-operative Credit Societies, for sweepers and scavengers, washerman co-operative societies, Bamboo and cane, co-operative societies, Leather workers co-operative societies and leather and tanners co-operative Union. It was observed by the Committee during its tour that one of the major hurdles in running the co-operative was the element of competition and lack of adequate marketing facilities for the sale of finished goods.

VII.7. In *Gujarat* in the Third Five-Year Plan there was no separate scheme for the Scheduled Castes under Backward Class Welfare sector or in general sector. The organisations to bring the Scheduled Castes in the co-operative fold, are weavers, tanners and housing co-operatives. Scheduled Castes persons are enrolled in all types of co-operatives and are entitled to general benefits but; no separate societies except tanners and housing for such type of members are registered.

In *Jammu & Kashmir* State no special schemes for the uplift of the Scheduled Castes have been formulated in co-operative sector during the Third Five-Year Plan.

VII.8. Perhaps, the first ever attempt to organise Scheduled Castes in Co-operative Movement was in *Kerala State* as the former Maharajas in this State extended all facilities to them as early as 1920's. In 1923, the Registrar of Co-operatives was made the Protector of Depressed Classes. The activities among others included free inspection of co-operatives started by the Scheduled Castes. A separate Co-operative Wing was started in the Harijan Welfare Department with a Deputy Registrar incharge. The Director of Harijan Welfare is the *ex-officio* Registrar of Co-operative Societies in respect of Harijan Welfare Societies. There is also one special co-operative inspector for each District. These inspectors have to visit centres where the Cooperative Societies have to be formed and help the people to carry on the preliminary work. These societies are registered free of charge. In societies, where 75% or above are Scheduled Castes/Tribes, they are eligible for grant towards share capital. In the case of ordinary societies the maximum limit of the grant is Rs. 6000/- and for other types Rs. 25,000. As a result of these liberal aids and concession, there were 221 co-operative societies exclusively for Scheduled Castes in the First and Second Plans. During the Third Five-year Plan a provision of Rs. 3.65 lakhs was made for giving grants to 50 co-operative societies.

In *Madhya Pradesh* there is no scheme of co-operative operating exclusively for the benefit of Scheduled Castes.

In *Madras State* four types of co-operative societies are functioning for the economic welfare of Scheduled Castes *viz.* (i) Land colonisation societies—It is reported that 61 Land colonisation societies are running in the State from the Harijan Welfare Funds and for 55 societies an expenditure of Rs. 11.98 lakhs has been incurred in the Third Five-Year Plan (Details are given in the Chapter on land colonisation). (2) Milk Supply Co-operative Societies :—

> According to the Scheme Milk Co-operative Societies are organised in Centres predominantly dominated by Scheduled Castes and financial assistance towards purchase of Milk Cows will be given to them at the rate of Rs. 250, half the amount subsidy and

half loan, *vide* Government Order No. 2171 Home dated 28-6-1961, and subsequently, the rate was increased to Rs. 300/-. The subsidy is met from Harijan Welfare Fund. The Commissioner for Milk Production and Live Stock is in charge of implementation of the scheme and the loan portion is met by him. During the 3rd Plan period 207 societies were started.

(3) *Industrial Co-operative Societies*

This scheme is implemented by the Director of Industries and Commerce, State Khadi and Village Industries Board and Women Welfare Department. Training in mat weaving, toy making etc. is given. Aid is given in village leather, carpentary and Black Smithy, Poultry, Bee Keeping, fibre, lime-manufacture etc. etc.

(4) *Labour Contract Societies*: (This has been dealt within the Chapter on Landless Agricultural Labour).

The Committee paid a visit to Adivaraganatham Brick Making Co-operative Industrial Society Ltd., in South Arcot District. Out of the total 161 members, 109 are Scheduled Castes. The society gets loan from the Madras State Industrial Co-operative Bank at the rate of 7%. It is gratifying to note that the Department has evolved a scheme to grant interest free loans to societies dominated by the Scheduled Castes shareholders. It is also felt that at least 5 Directors should be from the workers. It is disappointing to note that since its inception no inspector of the Co-operative Department has ever visited the Society. The Committee feels that the Cooperative Department should make it a general rule that their inspectors and other technical experts should visit at least once in three months during the initial stage of a society, to ensure its smooth working. It is also felt that the country brick kilns can be made to earn bigger profit for the members, if firewood could be replaced by coal, as the use of coal will double the profit.

In *Maharashtra* out of an allocation of Rs. 186.00 lakhs an expenditure of Rs. 88.42 lakhs was incurred during the first four years of the Third Five Year Plan on cooperation. The schemes in operation in the State for the welfare of Scheduled Castes are—(i) *Share capital contribution to mixed type of cooperative societies* in which loan to the Backward Class agriculturists is given to the extent of the full value of shares subject to maximum of Rs. 100 in each individual case; (ii) *Financial assistance to Industrial Cooperative Societies* where financial assistance is given in the form of loans and subsidies *viz.* (i) Rs. 2000/- contribution to share capital (ii) Rs. 600/- additional subsidy for first four years for management expenses to bring the societies on sound footing. (iii) *Financial assistance to Cooperative Housing Societies of Scheduled Castes*: Under this scheme, over and above what is given for the construction of houses, a Scheduled Caste agriculturist is eligible for loan and subsidy for the additional financial assistance upto 6% of the estimated cost for construction of cattle shed.

(iv) *Cooperative housing societies of Sweepers*: in which loan-*cum*-subsidy assistance subject to the terms and conditions laid down under the Cooperative Housing Societies is given:—

The Committee observed during its tour in the State that only Housing Cooperative Societies and Cooperative-Farming Societies have been organised for the Scheduled Castes. It also appeared that no concrete steps have been taken by the State Government to promote the Co-operative Industries among the Scheduled Castes. It was brought to the notice of the Committee that some time back the Government of Maharashtra appointed a Leather Inquiry Committee to study the problems relating to leather industries. But the details were not made available to the Committee.

In *Mysore State* there is no special scheme under the State Sector for the benefit of Scheduled Castes. There is also no separate training programme for their benefit. With a view to make uniform arrangements throughout the State for housing the members of Scheduled Castes and Scheduled Tribes, the Government of Mysore sanctioned a 'Scheme for construction of houses for Scheduled Castes and Scheduled Tribes in Mysore State', in the year 1961. Under this scheme the house-less members of Scheduled Castes and Scheduled Tribes were enabled to borrow loans for construction of residential houses through Scheduled Castes and Scheduled Tribes Housing Cooperative Societies at the rate of Rs. 1500/- to Rs. 3000/- depending upon the financial capacity of the applicant and his capacity to repay the loan. Further there is provision in the scheme for providing free housing sites to the people at the rate of 3 gunthas for a family engaged in agriculture and 1½ gunthas for

a family engaged in non-agricultural pursuits. There is also provision to give free timber from the forest valued at Rs. 200/- per house. The loan is at a nominal interest of 3% and repayable in 20 annual instalments. In order to enable the members to have enough repaying power, Government are also providing an interest free loan of Rs. 90/- for each member who has taken a share of Rs. 10/- in the society. So far Government have sanctioned an interest free loan as noted below :—

No. of Cooperative Societies	No. of members	Amount
		Rs.
151	20,207	18,10,385·00

In *Punjab* there is no scheme exclusively for the Scheduled Castes under the Central and State Sectors.

In *West Bengal* there is no scheme in the Third Five Year Plan, nor proposed in the Fourth Plan, for the exclusive benefit of the Scheduled Castes. But under the cooperative graingola-*cum*-credit society scheme provision has been made for giving benefits to Scheduled Castes. The Government of West Bengal have also issued a circular in May, 1967, instructing the District Officers that *"henceforth new graingola-cum-credit societies will be sanctioned on the condition that at least 30% of the members will be from the Scheduled Caste people"*.

In *Himachal Pradesh* there is no specific scheme for the welfare of Scheduled Castes in Cooperation and there is also no separate scheme for the training of Scheduled Caste members in this line.

Recommendations : VII.9 As stated earlier, the Committee during the tour in various States observed that the nature and extent of benefits derived by the Scheduled Castes under various cooperative schemes implemented by the States are quite inadequate and disappointing. In the first three plans, benefit under the scheme has been in the nature of grant, subsidy to share capital etc. But in most cases funds are not being properly utilized by the grantees due to lack of follow up action by the Government officials. And there is a tendency on the part of the sanctioning Authorities to spread over as many beneficiaries as possible and as a result the quantum of benefits derived by the Scheduled Castes under the scheme becomes quite negligible. Main handicaps in the matter are lack of financial resources; and lack of technical guidance. In many cases Scheduled Caste persons who are willing to join the cooperatives started under the general schemes were not enrolled as members on one pretext or the other by the Caste Hindus. In the villages, sometimes the Scheduled Castes are not accepted in the societies simply because they do not possess sufficient land. But there is no special officer of the State Government to look after the interests of the Scheduled Castes in the cooperatives.

VII.10. After careful examination of all the facts, the Committee makes the following recommendations to encourage cooperative movement among Scheduled Castes :

(i) In many States, the interests of the Scheduled Castes in the Cooperative societies are not being properly looked after by the Cooperative Departments. It is observed that the Government of Kerala have created a separate wing in the Harijan Welfare Deptt. with the Deputy Registrar as Incharge and the Director of Harijan Welfare as the ex-officio Registrar of Cooperative Societies in respect of Harijan societies. The special cooperative inspectors appointed visit the centres where societies have to be organised and help the Scheduled Caste people to carry on the preliminary business such as preparation of application, collection of fees, first instalment of share capital etc. They are also responsible for intensive supervision of the Harijan Welfare Cooperative Societies. It is, suggested that other State Governments and Union Territory Administration should take similar steps to form a separate cell in the Directorate of Social/Harijan Welfare for promotion of cooperatives amongst the Scheduled Castes.

(ii) It is observed in Kerala that the Societies for Scheduled Castes are exempted from payment of registration fees. Similar concession should be given by other State Governments and Union Territory Administrations.

(iii) The main difficulty facing cooperative societies at present is marketing of finished goods. During its visits to such societies in various States, the Committee observed that

the societies were running in loss as finished goods were accummulated and there was no proper marketing arrangements. These Societies were not able to compete with well organised organisations in the general section. It is, therefore, essential that the State Government should immediately go to the rescue of these societies. Public Sector Undertakings like State Trading Corporation and Handicrafts and Handloom Corporation, who are engaged in purchase and export should be instructed to give preference to the products of Scheduled Caste Societies. For instance there are many Societies engaged in manufacture of shoes, and the S.T.C. is engaged in export of shoes to Soviet Union and other countries. If there is an understanding between these two organisations, shoe manufacturing Cooperative Societies will not face any difficulty in selling out their products. The Centre and State Governments should immediately look into this matter.

(iv) The last, but most important measure required is that office bearers of Scheduled Caste Cooperatives should be adequately trained in Cooperation before they take up their jobs. At present State Governments have practically no programme to impart special training to Scheduled Castes, and many of the Societies formed by them are facing liquidation due to lack of trained managerial staff. The State Governments when they give incentives to these Societies, should ensure, simultaneously that these societies are managed by trained staff. For this purpose, at least one training school for cooperation should be started in each State in which sufficient seats should be reserved for Scheduled Castes.

CHAPTER VIII

A. INDEBTEDNESS

Indebtedness among Scheduled Castes unfolds the grim story of their economic degradation. Once in debt, they are never able to extricate themselves from it. Many indeed are born in debt and it evokes both admiration and regret to find how commonly a son assumes responsibility for the debt of his father. On a study of the problem of indebtedness among the Scheduled Castes, it has been revealed that the worst type of exploitor who has been sucking the very blood of these unfortunate people is the indigenous money lender, who alone accounts for more than 20 per cent of their indebtedness.

Extent of the Problem

VIII.2. In the absence of any data based on scientific studies the Committee has based their conclusions on various sources of information like census 1961, the National sample Survey sixteenth Round, surveys conducted by Evaluation Committee appointed by State Governments, etc. But the main source of information on this problem is the reply to the questionnaire issued to the State Governments and Union Territory Administrations to collect data on the extent of indebtedness and the measures taken by them to mitigate this evil. Some of the State Governments, however, did not furnish the requisite information. We have, therefore, also made use of the information that we collected during our tours.

VIII.3. Registrar General of India has dealt this problem in the Census of India 1961 village survey monographs. Approach to the problem was general. In some of the monographs the extent of indebtedness among the people is given castes and the Scheduled Caste Communities figure among those who are heavily under debt. Findings of a few monographers are given below :—

VIII.4. From the village survey monograph on 'Jerrela', District Vishakapatnam, Andhra Pradesh it is clear that incidence of indebtedness among the Valmikis (serving as sub-ordinates to Bagatas, who are Scheduled Tribes and who dominate the village) has been higher than other castes during the decade 1951—61 and during the year 1961-62. In village survey monograph on Dikhatpura, District Morena, Madhya Pradesh, it is mentioned that out of 60 families in debt that were surveyed, 40 are Chamars, 10 Gujars, 5 Kumhars, 3 Brahmins 1 Badai and 1 Kadhera. Thus majority of Chamars (Scheduled Castes) are in debt and account for $66\frac{2}{3}$ per cent families that are under debt. The average debt per household in this village comes to Rs. 968.75. From the village survey monograph of Kootumangalam in Kalkulam Taluk of Kanyakumari District of Madras State, it is observed that out of 117 households, three belong to Pallars (a Scheduled Caste community), with monthly income of Rs. 25.50. Of these three households, two are under debt of an average of Rs. 125/- per household. The main cause of their borrowing is that they belong to lower income group and they possess no land, and work as coolies. In the village survey monograph on Rangh Mahal, District Ganganagar, Rajasthan, it is stated that out of the total indebted amount of Rs. 16,900 Rs. 5,100/- is the debt of Meghwals (Scheduled Castes) (Rs. 2,000 for purchase of land, cattle and agricultural implements, Rs. 2,100 for social ceremonies and Rs. 1000 for other purposes) Rs. 2,800 by Baori (Scheduled Caste) (Rs. 1,150 for purchase of land, cattle and agricultural implements, Rs. 1,300 for social ceremonies and Rs. 350 for other purposes). The total indebtedness of these two Scheduled Caste communities accounts for 47 per cent of the total debt incurred by the entire village. It is evident that about 50 per cent of the debts were obtained to perform social ceremonies. In another village survey monograph on 'Mudh', District Bikaner, Rajasthan, it is mentioned that out of the total indebted amount, 32.5 per cent is taken by 'Meghwal' (Scheduled Castes) community alone. It also reveals that the higher amounts of loan are taken by Scheduled Castes. The loans are obtained by the villagers from the village money lender whose rate of interest ranges from 15 to 25 per cent per annum. The transactions are entered in the bahis (books of account)

of the money lender. There is no co-operative society in the village. In the survey monograph on village Ambarhai, Delhi it is stated that all the eleven households of Bhangis are in debt, and out of six households of Chamaras, five are in debt. This clearly indicates that indebtedness among the Scheduled Castes is predominant. The average indebtedness of the Bhangi and Chamar households respectively comes to Rs. 956 and Rs. 130. Similarly in another village survey monograph on Chatesar in Delhi, it is mentioned that out of 7 Bhangi households and 12 Chamar households 3 and 10 households respectively are burdened with debts.

VIII.5. To assess the extent of indebtedness among the Scheduled Castes on all-India basis, only one sample survey was conducted by National Sample Survey in its sixteenth round from July, 1960 to June, 1961. This survey revealed the position of Scheduled Castes in comparison to other castes.

VIII. 6. The survey studied 15,610 households in the urban areas and 22,788 households in the rural areas.

VIII.7. The survey as per table below reveals that the burden of indebtedness on Scheduled Castes is more than on other classes. It is observed that 61.94 per cent of the Scheduled Caste house-holds in rural areas and 46.79 per cent of the Scheduled Caste households in urban areas are in debt, whereas percentage of the indebted households among all classes in urban areas comes to 35.76 and in rural areas to 53.74.

VIII.8. The state-wise percentage of indebted households among Scheduled Castes, and others is given below :—

TABLE NO. 2

Statement showing the percentageof indebted households to total households

Sl. No.	State/Union Territory	Percentage of indebted households					
		Scheduled Castes		Others		All Classes	
		Rural	Urban	Rural	Urban	Rural	Urban
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	69·66	49·41	58·59	39·39	60·63	40·39
2.	Assam	47·51	20·40	32·93	30·21	33·93	29·73
3.	Bihar	65·99	54·49	53·64	23·90	55·56	27·30
4.	Gujarat	45·24	54·64	41·36	32·06	41·71	34·24
5.	Jammu & Kashmir	52·69	16·45	64·08	26·30	62·98	26·01
6.	Kerala	60·61	46·82	56·52	47·19	57·19	47·17
7.	Madhya Pradesh	65·46	41·06	49·63	33·53	52·44	34·93
8.	Tamil Nadu	65·33	57·75	60·35	54·07	61·60	54·41
9.	Maharashtra	48·69	44·78	48·47	31·37	48·50	32·39
10.	Mysore	65·52	61·22	63·57	43·95	63·87	45·63
11.	Orissa	49·38	24·07	47·95	31·12	48·20	30·10
12.	Punjab	63·84	44·20	39·44	22·09	44·54	24·40
13.	Rajasthan	61·14	63·79	56·23	33·71	57·16	37·45
14.	Uttar Pradesh	62·55	50·27	49·66	32·91	52·75	35·01
15.	West Bengal	55·25	22·83	55·11	20·42	55·14	20·77
16.	Union Territories	78·56	65·06	35·53	23·28	42·51	27·14
	ALL INDIA	61·94	46·79	51·79	34·44	53·74	35·76

The above table shows that for rural indebtedness among Scheduled Castes.

CHAPTER VIII

B. FORCED/BONDED LABOUR

VIII.9. Article 23 of the Constitution lays down that "Traffic in human beings and *begar* and other similar forms of forced labour are prohibited and any contravention of this provision shall be an offence punishable in accordance with law". In fulfilment of the objective behind this article regarding prohibition of forced labour attention has not been given as vehemently as was intended by the framers of the Constitution. The result is that forced labour is still prevailing quite a large extent in many parts of the country. The practice may be different in different parts of the country but in one form or other it still continues through-out India.

VIII.10. Forced labour is known by different names in different parts of the country, *e.g.* 'Gothi' in Orissa, 'Mahidari' in Madhya Pradesh and the region previously known as Vindhya Pradesh, 'Sagari' in Rajasthan, 'Vet Begar', 'Salbandi', etc. in Maharashtra, 'Jana', 'Manihi', or 'Ijhari' in Jammu & Kashmir, 'Jeetha' in Mysore, 'Vetti' in Tamil Nadu etc. Bonded labour among the Koltas, residing in Jaunsar Bawar areas of Dehra Dun District of Uttar Pradesh; came to be noticed by the State Government through a Committee appointed to enquire into their conditions. The Committee stressed that this community should be redeemed from the clutches of the usurious money lenders, who are the root cause for aggravating this problem.

VIII.11. All these systems are the creation of caste-Hindus and the Scheduled Castes are made slaves under them, because of their economic dependence and untouchability. If the Scheduled Caste people refuse to do any menial work given to them by caste-Hindu, they would be subjected to all sorts of persecution such as, burning their huts; not engaging them in work so that they would be unemployed; physical torture etc. In short, they would be socially boycotted in all respects. As these poor people economically depend on the land-lords, their future life in the village will become impossible. There are instances that in such cases, they left their villages.

VIII.12. Social boycott is an offence under law. Even then the police never interfered. The Committee, therefore, recommends that the Government should take a serious view of the situation and punish the guilty land-lords. If the pace of this system is not checked even now—though already it is very late for us to rise from the slumber—the consequences are bound to be injurious beyond expectations. If one individual tries to keep others under subjugation, it will retard the very principle of socialism which is our ultimate aim and which according to Gandhiji* 'is a beautiful word and so far as I am aware in socialism all the members of society are equal none low, none high in the individual body, the head is not high because it is the top of the body, nor are the soles of the feet low because they touch the earth. Even as members of the individual body are equal, so are the members of society'. If this evil continues any longer the suffering people may rise in revolt soon.

VIII.13. While the Committee was on tour in Punjab, it was represented that in Agampur village near Anandpur Sahib forced labour is in practice and the Scheduled Castes are forced by the land-lords to work during harvest season with low wages. They are his tenants ploughing the land on rental basis. In Thani, another village near Anandpur Sahib, the Scheduled Castes are compelled to do forced labour.

Mysore and Andhra Pradesh

During the tour of the Committee to Mysore State they found that a form of bonded agricultural labour, known as 'Jeetha' has been prevalent in the State. Though bonded labour is prohibited under the Constitution, the practice continues. The victims, who are in most cases Scheduled Castes, belonging to Adi Karnatak Community, are taken in, due to their poverty and expenses on social ceremonies. The areas where this system is widely prevailing are Saklespur and Belpur Taluk of Hassan District as also South Kanara, North Kanara and Malnad parts of Chickmagalur and Shimoga Districts. It is reported

*Harijan, 13-7-1947

that Government of Mysore had decided to undertake a survey on this practice but unfortunately this had been postponed for years. The Government have issued executive instructions *vide* P & D 125SCH. 53 dated 23-11-1959 banning and abolishing this practice. It is, however, a pity that this evil practice is still prevailing in Mysore. The Study Team of this Committee had discussions with the State Director of Harijan Welfare who confirmed that this unfortunate practice is in fact going on in some of the northern districts of the State. According to the Jeetha system the agricultural labourers are advanced petty sums of money in time of their need. They are bound in such a way that they are not able to repay the debt out of their meagre wages, because under the terms of the bond they got food, clothes and small salary only. The result is that they are not only unable to repay the loan but also have to add to it. Consequently their debt increases. Even their children are obliged to take upon themselves the repayment and become involved in it. Thus the evil passes down from generation to generation and continues even now. It is understood that this practice (Jeetha) is prevalent in Andhra Pradesh also.

Orissa

In Orissa a survey has revealed that 'Gothi' a form of bonded labour, exists in certain villages of Koraput District. By 'Gothi' a person, on receiving a loan in cash or kind, engages himself by a written agreement to be a labourer of the creditor as long as the loan and interest remain unpaid. Instances are available where children of Gothis are found to be serving the creditors, after the death of the Gothi.

Scales of wages paid to Gothis are not uniform. Normally Gothis are given only daily meals and in some cases clothing also. But they get no money by way of remuneration and have to be released of loan through payment by a relative like brother, son, wife, etc.

Government of Orissa promulgated as far back as in 1948 the Orissa Debt Bondage Abolition Regulation. But it was not implemented. No rules were framed under the Regulation. Thus it remained a dead letter.

Rajasthan

After a survey in 17 villages of Rajasthan it was reported that the systems of bonded labour, known as 'Sagari' existed in 10 villages and out of 56 sampled informants 53 were working as Sagaris.

The Sagari system is the off spring of indebtedness and the person taking loan is forced to enter into an agreement binding him to work for person giving loan, in lieu of interest chargeable on loan. In most cases loans are taken by Sagaris for unproductive purposes like marriage, food items, etc. In negligible number of cases, however, loans are taken for productive purposes. Loans taken by Sagaris mostly range between Rs. 100/- and Rs. 300/- and they are required to do both agricultural and domestic work. They get breakfast and two meals a day along with a set of dress once a year. This is an ample incentive for most of the Sagaris to work.

The Rajasthan Sagari System Abolition Act, 1961 is in force. But no persecution are reported to have taken place after the enactment. This has rendered it ineffective as no cases of Sagari are being reported.

In Tamil Nadu a caste-Hindu at the death of a member of his family engages a Scheduled Caste to send him to other village to inform his relations of the incident, to dig burial pits in the cremation ground, to beat drums at the time of funeral, etc. This system is known as 'Vetti Miras'. This has become a regular custom which is enforceable on the Scheduled Castes who have to perform these duties without any payment. There is a system called PANNAIYAL in Tanjore District of Madras, which implies an element of forced labour. To check this the Tanjore Pannaiyal Protection Act, 1952 ws promulgated. It provided for wages to be paid to the Pannaiyals and the members of their families for each day of work done at rates declared therein, in cash or in kind. To decide cases arising out of dispute between the labourers and the Pannaiyals, the Act makes a provision for appointing of Conciliation Officers in each area in whose absence the Tehsildar having jurisdiction over that area is empowered to decide such cases. It also regulates the relationship between the Pannaiyals and the land owners. For making this Act applicable to areas outside the Tanjore District, it provides that it can be made applicable subject to adaptation, exceptions, and modifications to be specifically notified by Government. Most of the Pannaiyals or labourers live on private land. Though there is an Act for their protection, unfortunately the Act is not implemented

and the Pannaiyals are evicted from the land and sometimes their houses are demolished. The very recent incident in Kilavenmani hamlet in District Tanjore of Madras State in which 42 Scheduled Caste persons were burnt to death is well known. This is a clear case how the caste-Hindu land-lords use cruel methods to punish the poor Scheduled Castes. Similar cases of burning the huts and evicting the tenants are common throughout the country. While the Committee was on tour, several such cases were reported in Rajasthan, Uttar Pradesh, Madras, Delhi, Bihar, Orissa, Mysore, Maharashtra, Gujarat etc. *It is high time for the Government to look into such incidents and protect the poor Scheduled Caste tenants from the clutches of merciless caste-Hindu landlords and avoid situations like the one at Tanjore in Madras State.*

In Madhya Pradesh also as in the case of Madras State, it has been observed that a caste-Hindu at the death of a member of his family engages a Scheduled Caste to send him to other villages with message, dig pits in the cremation ground, beats drums at the time of funeral, etc. It is generally complained that these duties have to be performed by a Scheduled Caste person concerned with meagre payment and if the Scheduled Caste people refuse to do this work they will be subjected to torture.

Conclusion

VIII.14. This state of affairs goes to prove beyond doubt that bonded or forced labour still exists in a very acute form in the country. It poses two man aspects, *viz.*, the existence thereof and the tendency to hide it from the eye of law.

The existence of the bonded labour or forced labour is an indication of stake to human dignity and its persistence even after twenty years of independence is apparently a big challenge to the democratic base of the land. Though (a) much awakening has been brought about by the fast media like radio, newspaper, film, etc., (b) political consciousness among the masses has come on account of the democratic set up, and (c) post-independence development activities have, to a great degree, affected the levels of the standard of living, yet the existence of this menace of bonded/forced labour system positively proves that there is something wrong somewhere and the hold of the exploiter is very tight. But these tendencies in the outlook of the common man are a healthy sign.

VIII.15. The Committee makes the following recommendations :—

1. The State Governments/Union Territory Administrations should conduct a survey of the problem of bonded/forced labour.

2. They should pass legislation

(a) declaring this system unlawful and a punishable offence,

(b) offering prize to those bringing to notice of the police the cases of bonded/forced labour,

(c) treating the bond as null and void,

(d) releasing the individual of any obligations, whatsoever, of the past debt, and

(e) making future offences under the Act non-bailable.

3. They should arrange for alternative avenues of credit for the released labourers, like grants for rehabilitation, loans for co-operatives or expansion, etc., clearly indicating one particular mode in each individual's case till it is ensured that he has been fully resettled or restored to a perfectly settled living and is able to stand on his own legs.

4. In States where legislation has already been passed, its execution should be ensured through strict measures.

5. In the beginning mobile courts should be constituted for visiting the affected villages in the remote areas.

6. The victims of the bonded/forced labour on most of the occasions need short term loans for unproductive purposes. Such needs of the individuals should be kept in view and arrangements for such loans may be made at nominal rates of interest.

7. To facilitate locating cases of forced/bonded labour in rural areas a special force should be employed who will hand over the cases to the police for pursuing legal action against the offenders.

CHAPTER IX

A BRIEF REVIEW OF THE BACKWARD CLASSES SECTOR IN THE FIVE YEAR PLAN

Article 46 of the Constitution provides that "the State shall promote with special care the educational and economic interests of the weaker sections of the people and in particular of Scheduled Castes and Scheduled Tribes and shall protect them from social injustice and all forms of exploitation". With a view to fulfil the obligation enjoined by the Constitution, the planners had made special provision for promoting the economic and social well being of the Scheduled Castes under special sector known as Backward Classes Sector of the Plan. It is intended that the Backward Classes Sector in the Plan will supplement the benefits which the Sch. Castes derive from the developmental schemes in general sector of the Plan so that they may come on par with the general public within as short a period as possible.

Allocation of funds and expenditure incurred in the first Three Five-Year Plans.

IX.2. The details of the allocation of the funds, actual expenditure, etc. under the Backward Classes Sector and its proportion to total allocation and expenditure incurred in the first, Second and Third Plans are given in the following table :—

Table showing the percentage of outlay and expenditure incurred on Scheduled Castes in the First, Second and Third Five-Year Plans

(Rs. in crores)

Plan	Total outlay	Expenditure	Backward Classes Sector				Scheduled Castes			
			Outlay	% to total outlay	Total exp.	% to total exp.	Outlay	% to total outlay	Total exp.	% to total exp.
1	2	3	4	5	6	7	8	9	10	11
First	2,378	1,960	38·85	1·63	30·04	1·53	7·00	0·29	7·00	0·35
Second	4,800	4,600*	89·96	1·87	79·41	1·73	27·11	0·56	27·48	0·60
Third	7,500	8,630*	113·88	1·52	102·00*	1·18	40·14	0·54@	37·90	0·44
TOTAL	14,678	15,190	252·69	1·72	211·45	1·39	74·25	0·51	72·46@	0·48

Third Five Year Plan; Page 58.
*Fourth Five Year Plan—A draft outline; page 77.
*Planning Commission (Social Welfare Div.); Note on development of Backward Classes in the Fourth Plan.
@Approximate figure.

The details of the expenditure incurred during the last three Plans on economic, educational and other schemes for the Scheduled Castes under the Backward Classes Sector is summed up in the following table :—

Table showing the expenditure incurred on education, economic and other programmes for the Scheduled Castes during the First Three Plans as also per capita expenditure incurred for the Scheduled Castes.

(Rs. in crores)

Sl. No.	Plan	Education	Economic	Other Schemes	Total
1	2	3	4	5	6
1.	First	3·88 (14)	0·25 (0109)	2·95(11)	7·08 (26)
2.	Second	12·36 (45)	4·29 (16)	10·83(39)	27·48 (99)
3.	Third	23·30 (72)	5·25 (16)	9·75 (29)	37·90 (118)
	TOTAL	39·54	9·79	23·13	72·46

NOTE : Figures in brackets show per capita expenditure in paise.

IX.3. The above tables reveals the following facts:

(i) Though there was an increase in the percentage of expenditure by 0.20% in the Backward Classes Sector and by 0.24% for the Scheduled Castes during the Second Plan as compared to the First Plan, the position was quite disappointing during the Third Five Year Plan. There was a fall in the percentage of expenditure by 0.54% in the Backward Classes Sector and by 0.16 per cent for the Scheduled Castes during the Third Five Year Plan as compared to Second Plan;

(ii) There was no lapse of funds for the Scheduled Castes under the Backward Classes Sector during the First and Second Plans. But the position was different in case of Third Five Year Plan. An additional amount of Rs. 1130 crores over and above the outlay in general sector programme was spent whereas even the allotted amount under the Backward Classes Sector was not spent in the Third Plan. There was a lapse of Rs. 11.88 crores in the Backward Classes Sector and roughly Rs. 2.24 crores in the case of the Scheduled Castes.

(iii) The amount spent for the welfare of the Scheduled Castes under the Backward Classes Sector did not increase in the same proportion as the funds increased from Plan to Plan. There has been an increase in the amount by only 26.6% in the Backward Classes Sector as against 56.3% in the Third Five Year Plan.

(iv) About Rs. 72.46 crores was spent for the development of Scheduled Castes under the Backward Classes Sector during the First, Second and Third Five Year Plans. This works out to be roughly 26 paise per capita expenditure in the First Plan, 99 paise in the Second Plan, and Rs. 1.18 in the Third Plan and is quite negligible.

(v) It will be seen from the above table that per capita expenditure for the economic development of the Scheduled Castes under the Backward Classes Sector works out to be only 0.09 paise during the First Plan which rose to only 16 paise in the Second Plan and it remained static in the Third Plan. In case of other schemes per capita expenditure for the Scheduled Castes during the Third Plan is only 29 paise which markes a fall by 10 paise as compared to Second Plan.

Tentative allocation of funds under Backward Classes Sector of the Fourth Five Year Plan.

IX.4. The draft Fourth Five Year Plan provides an outlay of Rs. 66 crores only for the development of Scheduled Castes under the Backward Classes Sector. The following table sums up the tentative breakdown of the allocations:

Table showing the allocations of funds under Backward Classes Sector

(Rs. in crores)

Sl. No.	Scheme	Backward Classes Sector				Total Plan provision
		S.T.	S.C.	Others	Total	
1	2	3	4	5	6	7
1.	Education	22	30	8	60	
2.	*Economic development*	68	15	2	85	
3.	House-sites Water supply & Other schemes .	10	21	1	32	16,000
4.	Aid to Voluntary organisations	..	..	3*	3*	
	TOTAL	100	66	14	180	16,000

*Common provisions.

IX.5. It is clear from the above that in the Fourth Five Year Plan the allocation of funds for the Backward Classes Sector and for the Scheduled Castes accounts 1.12 per cent and 0.41 per cent ‡ of the total outlay against that of 1.52% and 0.54% under the Backward Classes Sector of the Third Plan. Thus, there has been a further

fall in the proportion of funds for the Backward Classes Sector as compared to Third Plan although there has been an increase in the total outlay of the Fourth Plan by 85.3%. It is disappointed that the provisions in this Sector has not increased adequately and in the same proportion as it has grown in other sectors of the Plan, although it is more necessary to give importance on the developmental programmes in the Backward Classes Sector.

Recommendations :

IX.6. The Committee during the tour in various States tried to study the nature and extent of the benefit derived by the Scheduled Castes from the Backward Classes Sector programmes. The committee visited several Panchayat Samitis, Zila Parishads and Development Blocks, etc. and observed inadequacies in the Plan programmes. In the first three Plans, economic and educational schemes in the Backward Classes Sector have been in the nature of grants and subsidies distributed to individual beneficiaries for purchase of bullocks, seeds, agricultural implements, manures, etc., for settlement on land, soil conservation and cottage industries, grant of pre-matric scholarships, stipends, etc. These schemes have not resulted in substantial economic and educational benefits to them so far. The following points are, therefore, suggested to improve the situation so that the Scheduled Castes will be able to derive more benefits from the existing schemes.

(i) Economic uplift programmes under the Backward Classes Sector should be institutionalised and comprehensive and coordinated efforts with proper supervision and follow up should be made. One of the State Governments has suggested that a Backward Classes Finance Corporation should be set up with the broad functions of (a) administration of training programmes in crafts, industry and profession on a fully subsidised basis on behalf of the Government; (b) Sponsoring and organisation of co-operatives and financing them; and (c) marketing facilities for the products of various institutions and or artisans of the Backward Classes. *The Committee feels that we should try this scheme on an experimental basis in a few States and watch the results. If successful this can be followed by all the State Governments. For this purpose, if necessary, additional funds should be made available in the Backward Classes Sector by channelising and pooling funds from various developmental programmes under the General Sector of the Plan.*

(ii) Another important factor needs to be stressed is that the population of the Scheduled Castes is growing very fast. The Scheduled Caste population was 49.9 million in 1951 which rose to 64.4 million in 1961. Nearly 90% of the Scheduled Castes live in the villages and a considerable proportion among them are engaged in agriculture labour and are landless. It has been estimated that about 10.45 million Scheduled Castes are landless agriculturists. Their prime needs are land for cultivation and sites for construction of houses. It was noticed that during the last three Five Year Plans, very small acreage of land was allotted to the Scheduled Castes. There was no provision for this purpose in the Backward Classes Sector. A large scale integrated programme should be launched for settling landless Scheduled Caste persons on land. Adequate funds for this purpose should be provided in the Backward Classes Sector of the Plan. In so far as house-sites are concerned, during the Fourth Plan steps in this direction can be taken by pooling the provisions available under the programmes of housing and house-sites in General Sector to ensure that in as short a time as possible, house-sites in rural areas are provided to Scheduled Caste landless agriculture workers. In urban areas the Scheduled Castes also deserve to be assisted in getting suitable house-sites. The rural work programmes and the programmes of small scale industries could be suitably oriented in such a way that the Scheduled Caste persons can get full advantage of these programmes.

(iii) *To speed up the economic development of Scheduled Castes adequate funds should be given to each Community Development Block, where the concentration of Scheduled Castes is more than 20 per cent, by the Department of Social Welfare Government of India besides normal provisions.* This

amount should be utilised exclusively for the economic development of Scheduled Castes in the Block. For this purpose additional amount should be provided in the Backward Classes Sector of the Fourth Plan.

(iv) A study of allocation under the State Plans of the Backward Classes Sector during the Third Five Year Plan reveals that adequate provision for the economic upliftment of the Scheduled Castes have not been made by most of the State Governments. The position is quite disappointing in the State of Bihar, Rajasthan, West Bengal, Orissa, Kerala and Madhya Pradesh. The allocation under the State Plans has been so meagre and benefits so scanty in these States that per capital expenditure works out to be 0.15 paise in (Bihar), 0.32 in (Rajasthan), and 0.34 paise in West Bengal and Orissa. It has been observed that certain States like West Bengal, Orissa, Madhya Pradesh, Andhra Pradesh, etc. have not even undertaken economic schemes like housing, house-sites, co-operatives etc. under the State Plan. The economic backwardness, coupled with social handicaps made the Scheduled Castes more weaker in these States. In the context of the present economic condition of the Scheduled Castes in the country, the Committee feels that due importance should be given by the Government of India as well as State Governments for the amelioration of the economic conditions of the Scheduled Castes. It is, therefore, suggested that the Department of Social Welfare, Government of India and the State Governments should review the economic programmes for Scheduled Castes and take suitable steps to provide more funds in the State Plans during the Fourth Five Year Plan.

IX.7. After taking into consideration all the points the Committee *feels that the amount of Rs. 66 crores proposed in the Backward Classes Sector of the Fourth Plan for the Scheduled Castes should be increased. It is recommended that it may be raised to at least Rs. 200 crores so that educational and economic uplift of schemes for the welfare of the Scheduled Castes may be continued and expanded.*

CHAPTER X

BENEFITS DERIVED BY THE SCHEDUDLED CASTES FROM THE GENERAL SECTOR PROGRAMME

The Scheduled Castes live interspersed with the general population and constitute 14.7 per cent of the total population of the country. They are economically dependent, educationally backward and socially the worst sufferers. The Scheduled Castes are entitled to get their due share from the general development scheme undertaken in the country in addition to the benefit they may derive from the social schemes in the Backward Classes Sector.

Principle laid down in the Second Five Year Plan

X.2. In the Second Five Year Plan the following principle was laid down to ensure that the Scheduled Castes derive maximum benefit from the various developmental schemes undertaken from the funds provided in the general sector:

> "In the administration of development programmes care has to be taken to ensure that schemes are so formulated that the weaker sections of the population are aided in the largest possible measure. While this is an aspect to be followed as closely as possible, only in some fields of development it is possible to show separately what proportion of the outlay is incurred for the direct benefit of disadvantaged sections. The special provisions made in favour of Backward Classes should be so utilised as to enable them to derive the maximum advantage from general development programmes and to make up as speedily as possible for retarded progress in the past."[1]

The Committee has noticed that schemes like establishment of Industrial Estates all over the country are financed under the General Sector, whereas in Uttar Pradesh a similar scheme was taken up for the benefit of Scheduled Castes out of the funds of the Backward Classes Sector. This indicates that the interests of Scheduled Castes to derive benefits from the General Sector programme was not safeguarded and thus the hopes expressed in the 2nd Five Year Plan were belied.

Suggestions made by the Ministry of Home Affairs and the Planning Commission regarding earmarking of funds in general sector programmes.

X.3. However, before the Second Plan was over it was observed by the Ministry of Home Affairs that the expected result could not be achieved because in most cases special preference for economic development were denied to the Scheduled Castes on the ground that they get benefit under the programme of backward classes sector of the Plan. The Ministry of Home Affairs, therefore, suggested to the State Governments in September, 1959 "to ensure that maximum advantage is given to the backward classes from general development programmes by showing separately, wherever possible, the proportion of the outlay in the general sector allocated for the direct benefit of these disadvantaged people."[2] The Planning Commission also addressed the various Central Ministries in September, 1960 "to earmark certain portions of the outlay in the general sector for welfare of backward classes."[3]

X.4. The Ministry of Home Affairs also suggested to the various Ministries of the Government of India before the close of the Second Five Year Plan to determine "what part of the programme for welfare of backward classes can and will be taken up from the general sector and indicate what portions/aspects of the programme should in their opinion receive attention and allocations from the special sector funds available with the Ministry of Home Affairs for supplementing the general sector programme.[4] "Whether the good intentions of the Ministry of Home Affairs reflected in the agenda notes were carried out is not known.

1 Second Five Year Plan, Chapter 28, page 588-c.
2 Ministry of Home Affairs letter No.23/1/59—SCT. III, dt. 26.9.1959.
3 Planning Commission U.O. No. PC/SW/41(21) 60, dt. 16.9.1960.
4 Agenda notes for the Conference of State Ministers Incharge of Welfare of Backward Classes held at New Delhi on 24th and 25th October, 1960.

Decision taken by various States' Ministers incharge for the welfare of backward classes in a conference held in the year 1962.

X.5. The policy of ensuring that the Scheduled Castes are not deprived of the benefits from the general developmental scheme was discussed at the Conference of the State Ministers incharge of Welfare of Backward Classes held in Delhi on the 26th and 27th July, 1962. The Conference decided unanimously that wherever possible, the principle of earmarking in development programmes under the general sector for the welfare of Scheduled Castes should be implemented by the various States/Union Territories as quickly as possible. To our great surprise during the tour, we found that although the State Ministers incharge of Welfare of Backward Classes unanimously decided that the principle of earmarking funds in the general sector for the welfare of Scheduled Castes should be implemented, this decision was not carried out.

Andhra Pradesh the first State to take steps to earmark funds from some developmental Programmes.

X.6. The Government of Andhra Pradesh was the first State to issue orders[5] in December, 1960 that in the matter of sanctioning schemes under the Community Development programme, local development works and roads in village plans etc.. the institutions handling the funds should sponsor works for the benefit of Harijans upto the limit of 15%. The State Government also directed that the Panchayat Samitis should spend at least 15% of the funds available with them for development works in Harijan localities. Panchayats were also instructed likewise in respect of their funds and work for which grants-in-aid are given to them under various Schemes. It was also laid down that where it is not possible to do so in any single year owing to paucity of funds, they should make up the short fall in the subsequent year or years. To keep a constant watch for the implementation of these instructions, the State Government prescribed certain checks. The Panchayat Samitis were asked to review how far Panchayats have followed the principle of reservation of funds at the end of the financial year and the Zila Parishads were also asked likewise to review the implementation of these instructions by the Panchayats Samitis. Copies of these reviews and reports were to be submitted to the Government by a prescribed date. *The Committee regrets to note that the principle of earmarking funds for Scheduled Castes was implemented in a half-hearted manner and restricted to only three schemes relating to community development programme, local development works and construction of roads. Actually the principle of earmarking funds was to engulf all the development departments. During the tour the Committee visited several Panchayat Samitis and Zila Parishads and gathered the impression that even benefits to Scheduled Castes under these three schemes was not given to the extent of 15%.*

Reservation of funds in general sector programmes for the welfare of Scheduled Castes by various Ministries at the Central Level.

X.7. The Committee tried to collect as much information as possible from the various Ministries of the Government of India to find out if they have taken action the earmark a certain percentage of funds under each of their schemes for Scheduled Castes as a part of the general programmes. The Central Ministries of External Affairs, Law, Finance (Department of Expenditure), Railways, Communications, Defence, Parliamentary Affairs, Supply and Technical Development, etc. have pointed out that they were not concerned with any developmental schemes under the Plan and thus the question of earmarking any funds for the welfare of Scheduled Castes did not arise. *Whether the Ministries of External Affairs, Law, Finance (Department of Expenditure) Railways, Communications, Defence, Supply and Technical Development etc. have any schemes of their own coming in the Plan or not for the members of Scheduled Castes deserve to be examined by the respective Ministries in consultation with the Department of Social Welfare. The Committee, however, feels that in case of schemes like schools and hostels run by the Ministry of Railways and Sainik Schools, reservation should be made for Scheduled Caste.* The Ministries of Education, Irrigation and Powers, Works and Housing and Urban Development have not issued any instructions so far, for earmarking of funds in the developmental schemes for the welfare of *Scheduled Castes under the general sector of the Plan. The Committee fails to understand why these Ministries have not followed the principle laid down by the Government of India. These Ministries can help the Scheduled Castes to a very large extent in the spread of education and getting benefits of minor irrigation schemes and help*

5 Government memorandum No.7779/Misc.—III/60-2, dated 17th December, 1960. These orders were issued by the State Govt. when Shri D. Sanjivayya was the Chief Minister of the State.

under the housing programme. The Committee hopes that the Ministries concerned would reconsider and earmark funds under their schemes for the benefit of Scheduled Castes. It is a pity that considering the difficulties of large number of Scheduled Castes people who are living in huts in urban areas the Ministry of Works, Housing and Urban Development have not issued instructions for earmarking of funds for the Welfare of Scheduled Castes. We are sorry to note that the Ministries of Commerce, Industry, Health, Labour and Development and Rehabilitation and Food and Agriculture (including Department of Community Development and Cooperation), etc. have not furnished any information in this regard. However, it is observed that the Departments of Community Development and Co-operation, Government of India have issued instructions for earmarking of funds in the schemes for welfare of Scheduled Castes. The Department of Community Development have asked the State Governments that preference should be given to areas inhabited by Scheduled Castes and Scheduied Tribes while carrying out the rural works and local development works programmes. The State Governments have also been given the discretion to vary and modify the percentage of public contribution in the various fields of community development programme in the light of local conditions. We have not been furnished information about the manner in which the States have carried out the instructions of the Department of Community Development. The Department of Co-operation have informed that "attempts hitherto made in which some States" to earmark out of the total Plan resources, a fixed percentage of funds for backward classes have not made any discernible impact on their economic conditions, mainly due to the fact that earmarking has not always been related to specific schemes in which the weaker sections have traditional skills or for which necessary skills could be easily developed". Further, adequate attention has not been given to adjust the criteria of viability of particular productive schemes, without detriment to their productive efficiency, to suit the special needs of the weaker sections. Nor has project approach been adopted to ensure the formulation of schemes on an integrated basis and avoiding dilution of resources over scattered areas.[6] *"These views of the Department of Co-operation clearly indicate that no State Government has been systematically earmarking funds under Co-operative Schemes for the welfare of Scheduled Castes.*

Reservation of funds in general sector programmes for the welfare of Scheduled Castes by various State Governments.

X.8. As mentioned earlier the Government of Andhra Pradesh was the first to issue instructions for earmarking of funds for the Scheduled Castes. Subsequently, the Govt. of Mysore also issued instructions[7] to all the development departments to earmark 18% of the total provisions of each development scheme for the benefit of Scheduled Castes. The Government of Kerala have issued orders in June,[8] 1965 that it was not necessary to earmark any percentage of funds for the Scheduled Castes from the total provision of each department but high priority to the claims of the Scheduled Castes in the matter of implementation of general developmental programmes should be made. The State Governments specially of Madras, Punjab, Jammu and Kashmir, Bihar, Madhya Pradesh, Uttar Pradesh and the Union Territory of Pondicherry have accepted in principle the need of reservation of funds in the general development schemes for the benefit of Scheduled Castes although they have not taken any concrete steps in this direction. The Governments of Maharashtra, Orissa and Gujarat are considering the question of earmarking funds in general development schemes for the welfare of Scheduled Castes. The Government of West Bengal is opposed to any earmarking of funds in the developmental programmes for the Scheduled Castes. They are of the opinion that the problems being the same there is no need for the orientation in the schemes under the general sector of the Plan for the welfare of the Scheduled Castes. *We are surprised to note the views of the Government of West Bengal that the problems of Scheduled Castes and non-Scheduled Castes are one and the same and there is no need for orientation in the schemes under the general sector of the Plan for the Scheduled Castes. We would not like to comment on the views of the Government of West Bengal at this stage except to say that it is the duty of the State to take effective measures to promote the economic interests of Scheduled Castes.*

Implementation of the orders for earmarking of funds in general sector programmes Committee's observation.

X.9. During the tour the Committee tried to study the implementation of the orders

6 Report 1965-66 of the Department of Co-operation, Chapter vi, page 30.
7 Ref. No. DSW/CS-30/C 2301/65-66 dated 29-1-1966 from the Director of Social Welfare, Government of Mysore.
8 G.O. (MS) No. 503/65/Rev. dated 3-6-1965.

issued by the Governments of Andhra Pradesh and Mysore for earmarking funds for Scheduled Castes under the general developmental schemes. It was observed that in Andhra Pradesh the instructions which were issued in 1960 were not carried out which made it necessary for the State Government to reiterate those instructions in February[9], 1963. In May[10], 1965 the Government of Andhra Pradesh also directed that wherever a village is electrified the Gram Panchayat of that village should take immediate steps to electrify the Harijan locality. It was made clear that the expenditure on electrification could be met upto the extent of 15% from the funds earmarked for being utilised exclusively for the benefit of Scheduled Castes and wherever this provision was inadequate, Government is willing to sanction additional funds provided proposals are submitted to Government for the grant of such additional funds. The State Government attached great importance to this Scheme and directed that the Block Development Officers should bestow their personal attention and ensure that satisfactory progress is achieved. A monthly proforma was also prescribed for collection of information regarding the particulars of electrification of Harijan localities in the villages and amount spent. *It is disappointing to mention that during the tour in the various districts of the State it was not possible for the Panchayat Samitis and Zila Parishads to readily make available the required information in this regard. It appeared that the Panchayat Samitis were not collecting the information from the Panchayats and the Zila Parishads were also not taking steps to collect and send a review if the reservation orders carried out by the Panchayat Samitis. It was also very clear that at the State level no one was reminding the Collectors to watch the progress of the implementation of these orders. During the tour the Committee found a total inertness and disregard on the part of Panchayat Samitis and Zila Parishads to carry out the orders. There are a number of villages where the orders regarding electrification of Harijan localities have not been carried out. Two glaring instances which came to the notice of the Committee were in the villages of Gaddipadu and Nambur in Prattipadu and Mangalagiri Panchayat Samitis respectively in Guntur District in which it was observed that whereas other parts of the village had been electrified the Harijan locality was denied this facility. In Madras the State which has the highest electrification in the rural areas—the Committee noticed that in a large number of villages Harijan localities are not electrified although adjacent localities in the same villages have got the benefit of electricity.*

X.10. Non-receipt of information from the Panchayat Samitis at the Zila Parishad level and from the Zila Parishad to the Government can be traced to the fact that there is no follow up of the orders issued by the Government. It was voiced before the Committee that funds earmarked by the various departments for the welfare of the Scheduled Castes should be made available to the Social Welfare Department so that schemes could be undertaken by that Department as many of the Panchayat Samitis and various Departments of the State Government feel that it is very difficult to work out schemes for the utilisation of the earmarked funds. The other suggestion is that the State Social Welfare Department should suggest suitable schemes to the various Departments so that the earmarked funds can be properly utilised on the welfare of Scheduled Castes. *It is suggested that the Social Welfare Department in Andhra Pradesh and in other States could come forward and formulate concrete schemes to be taken up by other departments so that the money earmarked for the welfare of Scheduled Castes out of general sector can be utilised properly.*

X.11. In Mysore, the Committee made a study of the budget provision of the 3 Taluk Boards namely Ponnampet, Morcara and Somwarpet in the District of Coorg for the year 1965-66 and found that 3.5% and 1.1% of the proposed expenditure of the first two Boards was likely to be incurred for the Scheduled Castes. In the Somwarpet Board no amount was proposed to be spent on Scheduled Castes. The State Government as mentioned earlier have issued orders that *18% of the funds in general development* programme should be spent for the benefit of Scheduled Castes. The Department of Social Welfare in the State has undertaken a study of the various schemes of development with a view to evolve principles on the basis of which spirit of the directive in the Plan can be translated into practice. The Department has worked out a comprehensive scheme of reservation of physical targets under certain development schemes which are individually based such as loan and subsidy schemes and administrative programmes. For certain other schemes it has suggested preference in the

9. Memorandum No. 570/Prog./63-1 dated 12-2-1963.

10. Memorandum No. 2146/Prog. vii/65-1, dated 27-5-1965.

location of certain projects such as minor irrigation works, extension of electricity lines, location of health centres and family planning clinics and schools and school buildings, so that the Scheduled Caste persons may derive maximum benefit.

X-12. *After having considered the steps that have been undertaken by the Government of Andhra Pradesh* and Mysore and the views of the various State Governments we feel that it is of no use accepting the principle of reserving funds in general sector for the welfare of *Scheduled Castes if these orders are not implemented. It appears that the main reason for this state of affairs at the Centre and the State level is primarily due to the weak set up of the Social Welfare Departments at the Centre and in the States. The Social Welfare Departments at the Centre and in the States must participate actively in the formulation of the schemes of other departments/Ministries. This can only be done if the departments at the State and Central level are suitably strengthened and persons sympathetic to the Welfare of the Scheduled Castes are appointed. A lot of work in this direction can be done by the Social Welfare Department at the level of the Government of India if the Department is constantly in touch with the various Ministries of the Government of India and suggests suitable changes in the pattern of the schemes so that persons belonging to Scheduled Castes can derive benefit of those schemes. We would, therefore, suggest that the Director of Social Welfare and Backward Classes in the Department of Social Welfare should be charged with the responsibility of keeping contact with the various Ministries of the Government of India and the State Governments to ensure that funds are earmarked for Scheduled Castes and an orientation in the general programmes is made so that benefits flow to these persons.*

Creation of a Cell in each State to review orders for earmarking funds and their utilisation for the benefit of Scheduled Castes.

X-13. *The Committee is convinced that it is necessary to establish at the State level a small cell in the Directorate of Social Welfare to keep a constant watch and review the orders issued by the Government to the development department for earmarking of funds and their proper utilisation for the benefit of Scheduled Castes. Such earmarking and reservation should be built into the procedures for operations of various schemes and the performance of the various departments in respect of such reservation of earmarking must be inspected periodically by the Cell. This Cell should work under the supervision of the Director of Social Welfare with the Secretary, Planning Department as the overall incharge.*

Functions: The Cell should be entrusted with the following functions:—

(a) *To examine in consultation* with various Development Departments concerned, the question of *making relaxation in the general* patterns of the schemes so that Scheduled Castes may be in a position to derive maximum benefit from the schemes of these Departments.

(b) To persuade the Development Departments at all levels of administration *viz.* Panchayat, Taluk, District and State for strict adherence to instructions and orders of the Government in regard to earmarking of funds in each development *programme under the General Sector of the Plan for the welfare of Scheduled Castes.*

(c) (i) To assist the various Development Departments in the matter of earmarking funds in each development programme on the basis of actual needs and disabilities of the Scheduled Castes in particular areas
(ii) To persuade the various Departments to undertake special programmes for Scheduled Castes out of their funds, over and above the earmarked funds.

(d) To scrutinise the funds earmarked for the benefit of Scheduled Castes under General Sector and actual expenditure incurred against the allocated funds in each development scheme. If earmarked funds are not fully utilised, the matter should be dealt with by the Director of Social Welfare at the level of the Head of the concerned Department and failing satisfactory progress, the Secretary Planning may take up the case with the concerned Secretary of the Department.

(e) To evaluate the progress of schemes: necessary proforma/periodical return may be prescribed for collection of required information.

(f) To publish every year handbook for general information.

Composition and finances involved

X-14. The Committee recommends that to start with the staff of the proposed Cell may be as follows:—

(i) One Assistant Director in the grade of . .	Rs. 350—800 p.m.
(ii) One Stenographer in the grade of . . .	Rs. 80—150 p.m. plus special pay Rs. 30 p.m.
(iii) Two Clerks (including one typist) in the grade of . . .	Rs. 80—150/- p.m.
(iv) One peon in the grade of	Rs. 50—60 p.m.

X-15. It has been estimated that the creation of this Cell in the Directorate of Social Welfare on the lines stipulated above including T.A. etc. will involve an additional expenditure to the extent of Rs. 15,000 approximately per year per State. It is estimated that the total expenditure for 16 States (excluding Nagaland) is likely to be of the order of Rs. 2,40,000 approximately per year. *In consideration of the fact that larger magnitude of funds are likely to be spent on the developmental schemes like agriculture, poultry, animal husbandry, dairying, cottage industries, etc. etc. under the General Sector during the 4th Five Year Plan from which Scheduled Castes persons are expected to derive their due share of benefits, this additional expenditure is fully justified. It would be economical through an orientation of the development schemes to bring about a rapid economic improvement in the conditions of the Scheduled Castes and their integration with the rest of the society. If this additional burden falls on the State Governments, we are convinced that they may not take immediate and concrete steps in establishing the Cell. It is, therefore, recommended that the Department of Social Welfare at the Centre should bear all the expenditure for the creation of the Cell in the Directorate of Social Welfare in the States.*

X-16. At present in some of the States, the Scheduled Caste persons converted into other religions like Buddhism, Christianity, Islam etc. are not getting any benefits from the Government. The Committee feels that conversion should not be taken into consideration for grant of benefits. *The Committee, therefore, recommends that the Scheduled Castes persons already getting benefits from the Government should continue to get such benefits, even after their conversion to other religions, in the matters of Education and Economic developments.*

ANNEXURE I

Scheduled Castes Classified by each Category of Workers, 1961

Sl. No.	State/Union Territory	Total Workers			As Cultivator		
		Persons	Males	Females	Persons	Males	Females
1	2	3	4	5	6	7	8
	INDIA	3,03,36,615	1,95,12,680	1,08,23,935	1,14,50,099	77,08,653	37,41,446
1.	Andhra Pradesh	30,62,058	16,71,651	13,90,407	7,05,931	4,25,934	2,79,997
2.	Assam	3,06,398	2,17,190	89, 208	1,82,189	1,29,903	52,286
3.	Bihar	32,06,666	18,69,937	13,36,729	7,65,850	4,51,485	3,14,365
4.	Gujarat	5,82,058	3,55,394	2,26,664	1,51,279	93.641	57,638
5.	Jammu & Kashmir . . .	1,16,661	84,690	31,971	91,410	63,968	27,442
6.	Kerala	6,86,261	3,75,397	3,10,464	26,486	19,677	6,809
7.	Madhya Pradesh . . .	23,92,800	13,34,391	10,58,409	11,70,578	6,42,992	5,27,586
8.	Tamil Nadu	32,33,799	18,91,855	13,41,944	9,49,257	6,04,631	3,44,626
9.	Maharashtra	11,31,037	6,46,166	4,84,871	2,09,793	1,17,327	92,466
10.	Mysore	16,18,597	9,78,415	6,40,182	7,21,554	4,55,647	2,65,907
11.	Punjab	14,52,689	11,79,666	2,73,023	3,67,047	2,59,787	1,07,260
12.	Rajasthan	16,67,289	10,32,360	6,34,929	10,44,121	6,12,073	4,32,048
13.	Uttar Pradesh	68,20,677	47,62,407	20,58,270	34,29,149	25,06,782	9,22,367
14.	West Bengal	23,46,629	19,89,683	3,56,946	9,44,643	8,55,226	89,417
15.	Nagaland	60	60	..	..	..	..
16.	Delhi	1,17,685	98,147	19,538	1,034	880	234
17.	Himachal Pradesh . . .	2,28,469	1,25,561	1,02,908	1,86,540	94,406	92,134
18.	Manipur	6,658	4,128	2,530	4,861	3,753	1,108
19.	Tripura	43,291	37,001	5,290	21,370	19,398	1,972
20.	Dadra & Nagar Haveli . .	509	193	316	317	94	223
21.	Pondicherry	30,943	18,091	12,852	3,122	2,192	930
22.	Orissa	12,86,381	8,39,897	4,46,484	7,93,568	3,48,937	1,24,631

Scheduled Castes Classified by each Category of Workers, 1961—contd.

Sl. No.	State/Union Territory	As Agricultural Labourer			In Mining, Quarrying, Livestock, Forestry, Fishing, Hunting and Plantation, Orchards and Allied Activities		
		Persons	Males	Females	Persons	Males	Femalse
1	2	9	10	11	12	13	14
	INDIA	1,04,53,761	58,22,007	46,31,754	8,75,155	6,72,450	2,02,705
1.	Andhra Pradesh	17,56,908	8,14,573	9,42,355	78,014	65,725	12,289
2.	Assam	12,988	10,937	2,051	32,499	20.839	11,660
3.	Bihar	17,61,377	9,47,397	8,13,980	1,34,416	1,07,740	26,676
4.	Gujarat	1,68,235	84,751	83,484	6.361	4,390	1,971
5.	Jammu and Kashmir . . .	3,272	2,883	389	1,513	1,083	430
6.	Kerala	3,12,128	1,56,802	1,55,326	81,892	57,288	24,604
7.	Madhya Pradesh . . .	6,51,393	3,18,398	3,32,995	55,741	43,889	11,852
8.	Tamil Nadu	13,33,524	6,00,885	6,52,639	1,09,498	73,465	36.033
9.	Maharashtra	5,46,366	2,51,229	2,95,136	28,075	25,994	2,081
10.	Mysore	4,71,097	2,41,604	2,29,493	63,317	43,355	19,962
11.	Punjab	2,93,381	3,51,627	41,754	25,271	22,528	2,743
12.	Rajasthan	1,77,437	1,07,580	69,857	30,970	23,326	7,644
13.	Uttar Pradesh	18,48,396	10,84,847	7,63,549	35,457	27,768	7,689
14.	West Bengal	6,51,989	5,33,785	1,18,204	1,47,790	1,22,753	25,037
15.	Nagaland	..	..	..	..	..	..
16.	Delhi	4,341	2,721	1,620	3,773	2,557	1,216
17.	Himachal Pradesh . . .	6,794	4,084	2,710	2,368	2,030	338
18.	Manipur	16	15	1	3	3	..
19.	Tripura	4,497	4,228	269	3,674	2,522	1,152
20.	Dadra & Nagar Haveli . .	97	20	77	18	13	5
21.	Pondicherry	19,647	10,210	9,437	1,139	977	162
22.	Orissa	3,29,878	2,13,431	1,16,447	33,366	24,205	9,161

Scheduled Castes Classified by each Category of Workers, 1961—contd.

Sl. No.	State/Union Territory	At Household Industry			In Manufacturing other than Household Industry		
		Persons	Males	Females	Persons	Males	Females
1	2	15	16	17	18	19	20
	INDIA	19,89,028	13,26,008	6,63,020	7,34,023	6,92,653	1,41,370
1.	Andhra Pradesh	1,97,674	1,55,492	42,182	39,285	28,432	10,853
2.	Assam	21,010	4,394	16,616	10,044	8,574	1,470
3.	Bihar	1,30,093	81,056	49,037	46,029	39,636	6,393
4.	Gujarat	66,942	42,912	24,030	51,497	41,388	10,109
5.	Jammu and Kashmir . . .	5,317	2,547	2,770	1,233	1,153	80
6.	Kerala	44,180	14,599	29,581	40,545	14,865	25,680
7.	Madhya Pradesh . . .	2,19,796	1,36,193	83,603	41,197	34,077	7,120
8.	Tamil Nadu	91,146	62,146	28,728	86,971	74,410	12,561
9.	Maharashtra	1,34,054	91,804	42,250	52,472	44,493	7,983
10.	Mysore	90,271	60,959	29,312	43,631	34,493	9,138
11.	Punjab	2,22,171	1,74,989	47,182	57,121	51,854	5,267
12.	Rajasthan	1,57,147	1,05,903	51,224	31,596	25,840	5,756
13.	Uttar Pradesh	3,57,983	2,54,056	1,03,927	1,43,853	1,33,822	10,031
14.	West Bengal	87,282	51,478	35,804	1,47,330	1,25,900	21,430
15.	Nagaland	..	..	..	17	17	..
16.	Delhi	5,111	4,039	1,072	27,955	23,939	4,016
17.	Himachal Pradesh . . .	20,798	14,387	6,411	2,205	1,902	303
18.	Manipur	1,422	89	1,333	50	29	21
19.	Tripura	1,694	919	775	1,571	1,320	251
20.	Dadra and Nagar Haveli . .	62	55	7	..	..	..
21.	Pondicherry	341	236	105	1,530	1,117	413
22.	Orissa	1,34,534	67,483	67,051	7,887	5,392	2,495

Scheduled Castes Classified by each Category of Workers, 1961—contd.

Sl. No.	State/Union Territory	In Construction			In Trade and Commerce		
		Persons	Males	Females	Persons	Males	Females
1	2	21	22	23	24	25	26
	INDIA	3,28,373	2,73,706	54,667	3,46,280	2,60,719	85,561
1.	Andhra Pradesh	26,102	19,909	6,193	30,710	16,583	14,127
2.	Assam	2,766	2,716	50	15,689	14,343	1,346
3.	Bihar	11,276	10,387	889	24,217	16,062	8,155
4.	Gujarat	14,125	8,916	5,209	3,392	2,520	872
5.	Jammu & Kashmir . . .	870	850	20	469	431	38
6.	Kerala	4,701	4,250	451	4,009	2,048	1,961
7.	Madhya Pradesh	30,821	24,287	6,534	15,287	11,076	4,211
8.	Tamil Nadu	23,987	18,102	5,485	25,325	18,497	6,828
9.	Maharashtra	15,421	11,645	3,776	13,721	9,862	3,859
10.	Mysore	40,895	28,005	12,890	11,386	6,174	5,212
11.	Punjab	31,181	29,309	1,872	18,265	16,823	1,442
12.	Rajasthan	33,775	27,727	6,408	16,133	13,961	2,172
13.	Uttar Pradesh	57,334	55,477	1,857	67,497	56,022	11,475
14.	West Bengal	17,687	16,045	1,642	71,567	58,622	12,945
15.	Nagaland	..	..	..	..	12	..
16.	Delhi	10,983	9,771	1,212	5,327	4,885	442
17.	Himachal Pradesh . . .	3,044	2,904	140	273	241	32
18.	Manipur	..	..	..	36	30	6
19.	Tripura	370	333	37	2,073	1,947	126
20.	Dadra & Nagar Haveli . .	6	4	2	..	..	..
21.	Pondicherry	129	104	25	302	154	148
22.	Orissa	2,900	2,565	335	20,590	10,426	10,164

Scheduled Castes Classified by each Category of Workers, 1961—concld.

Sl. No.	State/Union Territory	In Transport and Communication			In other Services		
		Persons	Males	Females	Persons	Males	Females
1	2	27	28	29	30	31	32
	INDIA	2,90,465	2,79,874	10,591	37,69,431	24,76,610	12,92,821
1.	Andhra Pradesh	27,185	26,303	882	2,00,249	1,18,700	81,549
2.	Assam	5,835	5,687	148	23,378	19,797	3,581
3.	Bihar	23,758	23,119	639	3,09,650	1,93,055	1,16,595
4.	Gujarat	8,542	8,155	387	1,11,685	68,721	42,964
5.	Jammu & Kashmir	273	273	..	12,304	11,502	802
6.	Kerala	6,025	5,031	994	1,66,295	1,01,237	65,058
7.	Madhya Pradesh	17,226	15,890	1,336	1,90,761	1,07,589	83,172
8.	Tamil Nadu	28,456	27,429	1,027	5,85,635	3,31,618	3,54,017
9.	Maharashtra	19,497	17,548	1,949	1,11,634	76,264	35,370
10.	Mysore	7,385	7,039	346	1,69,061	1,01,139	67,922
11.	Punjab	23,545	23,289	256	3,14,707	2,49,460	65,247
12.	Rajasthan	15,704	15,415	289	1,60,406	1,00,535	59,871
13.	Uttar Pradesh	56,813	55,949	864	8,24,195	5,87,684	2,36,511
14.	West Bengal	37,328	36,346	982	2,41,013	1,89,528	51,485
15.	Nagaland	12	12	..	19	19	..
16.	Delhi	5,010	4,920	90	54,151	44,515	9,636
17.	Himachal Pradesh	390	389	1	6,057	5,218	839
18.	Manipur	6	6	..	264	203	61
19.	Tripura	718	715	3	6,324	5,619	705
20.	Dadra & Nagar Haveli	..	..	..	9	7	2
21.	Pondicherry	429	424	5	4,304	2,677	1,627
22.	Orissa	6,325	5,935	393	2,77,330	1,61,523	1,15,807

ANNEXURE II

Statement showing the State-wise Position of Scheduled Castes Landless Labourers, the number of House-sites/Houses provided at the end of the Third Plan for all Scheduled Castes and the Rough Number of House-sites needed in the Fourth Plan.

Sl. No.	Name of the State/Union Territory	Number of Scheduled Castes landless labourers	Number of families of landless labourers*	Number of house-sites/ houses likely to be provided at the end of Third Plan (Total for all Harijans)	Percentage of Col. 5 to Col. 4	Rough number of house-sites needed in Fourth Plan @ 80% of (4—5)
1	2	3	4	5	6	7
1.	Andhra Pradesh	16,92,763	5,64,264	33,211	6·0	4,24,834
2.	Assam	12,869	4,290	2,275	53·0	1,612
3.	Bihar	17,44,291	5,81,430	5,110	0·9	4,61,056
4.	Gujarat	1,65,127	55,042	3,467	6·3	41,260
5.	Jammu and Kashmir	3,113	1,038	3,659	..	..
6.	Kerala	3,00,477	1,00,159	20,075	2·0	64,067
7.	Madhya Pradesh	6,44,549	2,14,849	3,144	1·46	1,69,364
8.	Madras	12,60,526	4,20,175	28,436	6·77	3,13,391
9.	Maharashtra	5,26,346	1,75,449	6,170	3·51	1,35,423
10.	Mysore	4,45,928	1,48,643	48,222	32·44	80,338
11.	Orissa	3,27,347	1,09,116	6,338	5·85	82,182
12.	Punjab	3,82,931	1,27,643	6,118	4·8	87,220
13.	Rajasthan	1,74,370	58,123	2,665	4·6	44,336
14.	Uttar Pradesh	18,37,812	6,12,604	26,324	4·2	4,69,024
15.	West Bengal	6,43,039	2,14,346	2,034	0·95	1,69,849
16.	Delhi	3,950	1,316	1,371	..	..
17.	Himachal Pradesh	6,713	2,238	3,532	..	..
18.	Tripura	4,424	1,474	459	31·7	812
19.	Manipur	16	5	330	..	..
20.	Dadra & Nagar Haveli	97	32	..	..	..
21.	Pondicherry	19,381	6,460	1,208	18·7	4,201
	TOTAL	1,01,98,069	33,98,686	2,04,698	6.2	25,48,969

*Taking an average of 3 per family.

(*Source :* Department of Social Welfare)

PART III

REPORT OF THE COMMITTEE ON UNTOUCHABILITY, ECONOMIC AND EDUCATIONAL DEVELOPMENT OF THE SCHEDULED CASTES

PART III

EDUCATION

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PART III

EDUCATION

CHAPTER I

INTRODUCTION

It is said that the rise and fall of a civilisation is bound inextricably with the educational philosophy of its men and women who themselves are the product of that civilization. The progress of any community or nation depends on the nature of education imparted. The philosopher Whitehead has rightly put it, "In the modern world, the rule is absolute that any race which does not value trained intelligence is doomed". J. W. Gardner says, "Alexander might conquer half the known world in his early twenties, and nineteenth century New Zealand lads might be sailing captains in their late teens, but our age lays enormous stress on long training and experience. It is through the forces of education, both formal and informal, that human standards and ideals are raised. Educational development, therefore, is the essential pre-requisite to the alround development of any community, economically, socially and culturally.

1.2. Social and Religious Reformers in India realised the importance of education and worked for the educational uplift of the people throughout the ages. Especially, the uplift of the Scheduled Caste, whether economically or socially, they realised, would be possible only by educational uplift. However, the progress of education among the Scheduled Castes was marred by many difficulties encountered. The schools in ancient times were located in temples and the absence of right to enter the temples due to acute untouchability practised in those days, deprived these people of facilities to attend to schools. The 'Hindu' dated the 24th December, 1932 writes of a Scheduled Caste community in the Tinnevali District in Tamil Nadu, called Purana Vanmans, (now called Puthurai Vannan) that the very sight of them is polluted so that its unfortunate members are compelled to follow the nocturnal habits, leaving their dens, after dark and scuttering home at dawn like the badger, Hyaena or aardvark. In some of the States in olden days, the society considered education of backward class children as a social offence. Even in Manusmriti it is stated that the Shudras should not bear the sacred rituals, and if they hear, the melted lead should be poured into their ears and if they utter anything about the sacred literature their tongue should be cut. As a result, education of the unfortunate Scheduled Castes or otherwise called the depressed class people was denied and they remained illiterate and backward throughout these years.

1.3. No serious attempt was made by the former princely States and the British Government in the matter of welfare of backward communities. The former Travancore, Cochine, Mysore and Baroda States were exception to this, and the Maharajas in these States offered many facilities to enable these communities to come up educationally and socially. In *Travancore State* the work relating to amelioration of 'Depressed Classes' was entrusted to the Registrar of Cooperative Societies, as far back as 1928 and the work involved facilities for education establishment and inspection of Co-operative Societies, concessional registry of land, etc. The administrative arrangements gradually developed and in 1937 an Advisory Body was constituted, consisting of concerned Departmental Heads, to advise the Government on all matters relating to uplift of Backward Communities. Other economic and social measures adopted were the offer of fee concessions, stipends, scholarships, boarding grants, free supply of text books etc. by the Education Department and employment of qualified persons in Government services. As a result, the literate per mile in Travancore State in 1931 was 289 while the all India figure was only 95. In *Cochin State* also, the Maharajas took much interest in the welfare of Backward Communities, and in 1926 the Director of Public Instructions was made the protector of 'Depressed Classes' with special staff and in 1931 a separate Department was created to provide all facilities for their uplift. Besides, the following facilities were provided for their educational development (1) organisation and running of schools for their special benefit, (2) award of scholarships and stipends, (3) grant of special facilities for collegiate education, (4)

provision of feeding and supply of school requisites, (5) running of special hostels, (6) special training in weaving, embroidery, mat weaving, needle work, etc. As a result, the literacy of Backward Classes in Cochin State was the highest in India in 1931, the number of literate per mile being 337: *In Baroda State* the separate schools were abolished in 1931 which raised much resentment from caste-Hindus who withdrew their children from some of the schools, and even persecuted the 'exterior caste' including 'Scheduled Caste people' by destroying their crops and pouring kerosene oil into their wells. Baroda State comes third in the matter of literacy of Backward Class people, the percentage of literacy being 10.3, according to 1931 census. The interest taken even in those days, by the Maharaja Gaikwad of Baroda in the case of Dr. Ambedkar, the Father of the Indian Constitution, on a casual visit to an educational institution in Bombay, is well known and worth mentioning here. The credit for the later achievements in the life of Dr. Ambedkar, no doubt, goes to Maharaja Gaikwad of Baroda. Similarly Maharajas in the former Mysore State, undertook several measures for the educational betterment of Sheduled Castes in their State. It is worth mentioning here, that compared to all other princely States and also the then British Government, the Maharajas in Travancore, Cochin, Mysore and Baroda States were far more far-sighted in the matter of uplift of Backward Class Communities, especially in the field of education. The credit for the present higher standard of Scheduled Castes in Kerala and the former Baroda State compared to other States in India should go to the former Maharajas in these States who had granted liberal aids and concessions in the matter of educational development. Among other States and provinces, Bombay comes first in the matter of ameliorative measures undertaken prior to Independence as it had constituted its Backward Class Department as early as 1931, and also had the privilege of having Shri Babasahib Kher, who championed the cause of Scheduled Castes, as the head of the Department. However, the progress of education was not appreciable due to intensity of untouchability practised in many of the Districts in Bombay Province. The Director of Public Instructions, had reported in 1928-29 that admission of 'Depressed Classes' was not refused in any of the schools in Bombay except in the Districts, Surat, Ahmedabad, Nasik and Ratnagiri. In these Districts, the Backward Class people faced considerable difficulties from caste-Hindus and in many of the schools they had to withdraw their children due to pressure from caste-Hindus. Next comes *Tamil Nadu,* where a Commissioner of Labour was appointed sometime in 1920's to encourage the education of Backward Class people and also to look after their economic interests. The Tamil Nadu Government also issued instructions insisting on the right of admission of 'exterior caste' pupils into all public-managed schools and refusing grants-in-aid to private schools which refused admission to backward class pupils and also shifting public schools from places inaccessible to them. However, much of the work for educational development of Scheduled Caste was done by a net work of voluntary organisations and Christian Missions. Among them, the services rendered by the Depressed Classes Union, the poor School Society or Kashagam or Sangam, the Social Services League, Arcot Mission, and the Depressed Classes Conference, are commendable. The Arcot Mission had started an Agriculture School for the benefit of Scheduled Caste children. The services rendered even as early as 1916, for the formation and conducting of these organisations by M.C. Rajah, Rao Bahadur Erathamalai Sreenivasan, Swami Sahajananda are worth mentioning. But many of the pupils in those days were studying in social schools meant for them, as it was not possible to induce the Caste-Hindus to have the company of Scheduled Caste pupils. In 1931, it was decided to admit "exterior caste" pupils in all the aided schools and as a result, many schools were closed down and from many others the caste-Hindus withdrew their children. In spite of all these facilities offered, literacy among exterior castes including Scheduled Castes in Tamil Nadu province in 1931 was only about 1.5% of their population and out of the literate hardly 1% was beyond primary stage. In Bengal, the Rural Primary Education Bill was passed in 1930. However, the Bill was opposed by the members representing Caste-Hindus, and it was alleged that their aim was to deprive the 'exterior castes' including Scheduled Castes and the Muslims from the benefits of literacy. In Assam, it was reported that there was no objection from Caste-Hindus in admiting Backward Class pupils even in private schools. Information on other States is not available. However, the position narrated above in regard to some of the States is sufficient to show that the States as well as provincial Governments had realised the importance and also the need for the uplift of its Backward Class people especially in the field of education only after 1930, and this enthusiasm was often met with severe resentment from Caste-Hindus, due to acute

form of untouchability practised in those days. As a result, education could not make much progress prior to Independence. In fact, any serious attempt to collect information on the Backward Class Communities conducive to their better knowledge was initiated only after 1930. Special instructions issued by the Government of India while conducting the 1931 Census read, "The Government of India also desire that attention should be paid to the collection of information conducive to the better knowledge of the Backward and Depressed Classes and of the problems involved in their present and future welfare". Attempts were, therefore, made in 1931 to collect information on the literacy of 'exterior castes'. According to the 1931 Census Report, the total Exterior Castes including Scheduled Castes in India was 5,01,95,770 and out of them only 1.9% were literate. The highest literacy was in Cochin State, and the next was Travancore and the third was Baroda and the lowest in Jammu & Kashmir having only 0.5% and Bihar, Orissa and Hyderabad having 0.6% and Punjab 0.8%.

1.4. It is only with the formation of the popular Ministries in 1937 that further impetus was given to the programmes of educational and social uplift of the Backward Classes. Special Departments were created by most of the State Governments for planning and implementation of Harijan Welfare programmes. Most of the Governments had also adopted economic and educational uplift of Scheduled Castes as the most important programme in their welfare activities. Many social reformers, the Father of the Nation Gandhiji and Dr. Ambedkar, championed their cause and fought for them, at least to emancipate them from the social and educational sufferings and injustices. The Great Leader Gokhale fought in those days for universal, compulsory and free primary education. If implemented, no doubt, Backward Class communities would have been the greatest beneficiaries. As a result of the concerted efforts of the social and religious leaders, a special provision was made for the first time in the Central Budget in 1944 for the grant of scholarship for education of Backward communities including Scheduled Castes. Even this was restricted to "British Indian" subjects and annual grant was only Rs. 3 lakhs for a period of five years beginning from 1944-45. During the Five Year period, 2,235 scholarships for study in India and 22 scholarships for study abroad were awarded to Backward Class students including Scheduled Castes at a total cost of Rs. 17,21,680, according to information furnished by the Education Ministry. However, alround development of Scheduled Castes, Scheduled Tribes and Other Backward Class communities received the national importance only with the dawn of Independence.

1.5. Independence ushered in a new era of national development based on the acceptance of a socialistic pattern of society which would secure equitable distribution of wealth and equality of opportunity for all, in education, employment and cultural advancement. The makers of our august constitution, therefore, made it one of the directive principles of State Policy in Article 46, of the Constitution that "the State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation". The Constitution has also made safeguards to protect the interests of the Scheduled Castes against any injustice in the matter of establishment and admission to educational institutions and grant from State funds. Article 29(2) of the Constitution reads "No citizen shall be denied admission into any educational institution, maintained by the State, or receiving aid out of State funds on grounds only of religion, race, caste, language or any of them". Again, "All minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice". The underlying spirit of all these constitutional safeguards is that the Scheduled Castes and other Backward Class communities who suffer social injustices and are also socially, economically and educationally backward, shall be brought to the level of the rest of the advanced communities. Educational Development of Scheduled Castes, therefore, gained national importance and priority in the development programme of all the State Governments, to bring them equal to the rest of the community, as they recognised the fact that educational development is the essential pre-requisite for the alround development of any community. Education, no doubt, has made considerable progress among Scheduled Castes during the last 21 years of Independence though the goal of making their literacy level equal to the rest of the communities is still too far. There is, still, a large gap between the literacy level of the general population and Scheduled Castes, though a good deal of work has been done by the Centre and State Governments in the field of education. The terms of reference of this Committee, therefore, include the study *inter-alia* "of the problems

of education Scheduled Castes, assess the progress achieved so far, and suggest further measures that may be necessary."

1.6. Education is mainly the concern of State Governments. Central Government are expected to lay down broad policies and coordinate State activities. However, the Government of India have taken active participation in educational development of Scheduled Castes. In pursuance of the safeguards provided in the Constitution, the Government of India have made liberal allocation of funds and have included constructive programmes, in all the five year plans, for education of Scheduled Castes. During the First Five Year Plan, out of Rs. 31.9 crores provided in the Backward Classes Sector, Rs. 9.28 crores was spent on education of Scheduled Caste children, over and above the concessions given by the Central Ministry of Education and the Departments of Education in the States. Besides, Rs. 159 lakhs was spent on providing 36,738 post-matric scholarships to Scheduled Caste students. Attempts were made to assess the achievements made in the field of education in the first Five Year Plan covering upto 1956. It was reported that only 40% of the children in the age group 6-11 years and 10% in the age group 11-17 years were attending school. It was also disclosed that there were disparities in the provision of educational facilities between different parts of the country, between different sections of the population and in particular between urban and rural areas. Considerable wastage also occurred at various stages of education. In the Second Five Year Plan, out of the allocation of 79 crores in the Backward Class Sector, Rs. 11.89 crores was spent for education of Scheduled Caste children, besides the concessions given by Central Ministry of Education and State Education Departments and 1,61,426 post-matric scholarships valued at Rs. 621 lakhs were also granted to Scheduled Caste students during the Plan. In the Third Five Year Plan, low priority was given for the educational development of Scheduled Castes by the Central Government. However, the State Governments found it necessary to continue to give priority to educational programmes. For the Third Plan an allocation of Rs. 380 lakhs was made in the Central Sector for the educational development of Scheduled Castes and the expenditure was Rs. 1,477.82 lakhs during the plan period. Besides 319,364 post-matric scholarships valued at Rs. 1,489 lakhs were awarded. All the State Governments have also given priority to education in their development programmes for Scheduled Castes in the Five Year Plans.

1.7. Besides making allocation of funds in the Five Year Plans, many other concessions are also offered for the educational uplift of Scheduled Castes. They are exempted from payment of school and colleges tuition fees in all the Government institutions throughout India except West Bengal and in most of the States in aided private institutions also. The Post-matric scholarships scheme, very popular among Scheduled Caste Students, provides for the award of scholarships to all Scheduled Caste students, whose parents/guardians' income from all sources does not exceed Rs. 500 p.m. on a graded means test basis without consideration of merit. In technical institutions like Engineering and Medical colleges most of the States in principle accepted to reserve 15% seats for Scheduled Caste students. In these institutions, they have accepted in principle to give relaxation in the matter of age, marks etc. Overseas Scholarships are awarded to four Scheduled Caste students every year for their higher studies. If the students manage to obtain overseas scholarships direct from foreign countries or Government of India on merit basis their passage charges are borne by the Government. Hostels are maintained in most of the States and in some of the States seats are reserved for them in general hostels. Special coaching centres are opened in Tamil Nadu and Allahabad for preparing students for all-India competitive examinations and in the three coaching centres in Kerala, run by the State Government, reservation has been made and scholarships are granted to the students. Some State Governments like Tamil Nadu, Kerala, Rajasthan and Mysore have their own supplementary scholarship scheme to supplement the Central Government post-matric scholarships and the students are paid when it is found that the amount granted from the Central Scheme is not sufficient. State Governments are also operating scholarship schemes for the benefit of pre-matric students. Pre-matric scholarship schemes in States vary from State to State. Some of the States have schemes for free supply of books, stationery and dress to primary class children. Midday meals are also provided to primary class children in some of the States like Tamil Nadu and Kerala. Government of India have made reservations for Scheduled Caste children in professional institutions like Sainik Schools, Industrial Training Institutes etc. Ashram schools or residential schools are also opened by some of the State Governments like Bihar, Tamil Nadu, Gujarat and Mysore, for the children of those Scheduled Caste communities who are too backward in education. Reservations

are also made in Public Schools for meritorious Scheduled Caste children.

1.8. In spite of all these, the fact remains that even after 21 years of Independence, there is a wide gap between the percentage of education of Scheduled Castes and the general population. According to 1961 census the percentage of literacy among general population and Scheduled Castes was 24.00 and 10.27 respectively. The gap is wide indeed. In majority of States the literacy Level of Scheduled Castes is much below the all India level, as may be seen from the statement below :—

Name of the State/Union Territory	General population: Total population	General population: Literacy	Scheduled Castes: Total population	Scheduled Castes: Literacy
1	2	3	4	5
INDIA	439,235,082	24·0	64,511,313	10·27
1. Andhra Pradesh	35,983,447	21·2	4,973,616	8·47
2. Assam	11,872,772	27·4	732,756	24·41
3. Bihar	46,455,610	18·4	6,536,875	5·95
4. Gujarat	20,633,350	30·5	1,367,255	22·46
5. Jammu and Kashmir	3,560,976	11·0	268,530	4·72
6. Kerala	16,903,715	46·8	1,422,057	24·44
7. Madhya Pradesh	32,372,409	17·1	4,253,024	7·89
8. Tamil Nadu	33,686,953	31·4	6,072,536	14·66
9. Maharashtra	39,553,718	29·8	2,226,914	15·78
10. Mysore	23,586,772	25·4	3,117,232	9·06
11. Orissa	17,548,846	21·7	2,763,858	11·57
12. Punjab	20,306,812	24·2	4,139,106	9·64
13. Rajasthan	20,115,602	15·2	3,359,640	6·44
14. Uttar Pradesh	73,746,401	17·6	15,417,245	13·58
15. West Bengal	34,926,279	29·3	6,960,726	13·58
16. Andaman and Nicobar	63,548	33·6	Nil	..
17. Delhi	2,658,612	52·7	341,555	20·86
18. Himachal Pradesh	1,351,144	17·1	369,916	8·46
19. Laccadives	24,108	23·3	Nil	..
20. Manipur	780,037	30·4	13,376	22·37
21. Tripura	1,142,005	20·2	119,725	13·42
22. Dadra and Nagar Haveli	57,963	9·5	985	26·68
23. Goa, Daman and Diu	626,978	30·7	Nil	..
24. NEFA	336,658	44·0	Nil	..
25. Nagaland	369,200	17·9	126	25·40
26. Pondicherry	369,079	37·4	56,846	11·11

*Percentage of literacy among general population and Scheduled Caste population according to 1961 census.
**Sources* : 1961 Census Report.

1.9. It would be interesting if we make a comparative study of the literacy level of Scheduled Castes in 1931 and 1961, which will enable us to understand the progress achieved during the 30 years :

**Literacy among Scheduled Castes in* 1931 *and* 1961

S. No.	State	% of exterior castes including Scheduled Castes who are literate as per 1931 Census	% of Scheduled Castes who are literate as per 1961 Census
1	2	3	4
1.	All India	1·9	10·27
2.	Assam	3·1	24·41
3.	Bengal	5·0	13·58

1	2	3	4
4.	Bombay	2·8	15·78
5.	Tamil Nadu	1·5	14·66
6.	Punjab	0·8	9·64
7.	Jammu & Kashmir	0·5	4·72
8.	Mysore	1·4	9·06
9.	Travancore	14·7	24·44 (Kerala)
10.	Delhi	1·4	20·86
11.	Bihar	0·6	5·95
12.	Orissa	0·6	11·57

*The Statement should be observed very cautiously. States have undergone thorough reorganisation after Independence, and only those States which have not undergone complete reorganisation have been included in the Statement. The definition of "Exterior Castes" and "Scheduled Castes" may also differ in the two census. However the statement gives a general idea on literacy rate.

Source : 1931 and 1961 Census Reports.

1.10. The progress of education among Scheduled Castes, no doubt, is very slow in all the States, especially, in West Bengal, Punjab, J. & K., Bihar and Mysore. This may be due to the several problems which are being encountered in their education. It is well known that there is large scale wastage and stagnation in their education. Special coaching, therefore, is essential in their case to make up the deficiencies due to their Home environment and upbringing. Instructions are not carried out in letter and spirit by the implementing authorities in the case of admission, relaxation of rules, exemption from fees etc. Though 15% seats in technical colleges are reserved for Scheduled Castes. Some of the State Governments have not even accepted in principle, and those who have accepted, are not implementing the instructions. Therefore, the fact remains that the Scheduled Castes still find it difficult to get admission in technical institutions like Engineering and Medical colleges. Considerable delay is involved in the disbursement of scholarships, and there is widespread discontent about the inadequacy of the amount of scholarships. Post-matric scholarship scheme permits only one failure in the entire course of Medicine and Engineering and no failure is condoned in other courses. Therefore, failed students have no other choice but to leave their studies resulting in wastage in their education. No attempt is being made to select meritorious students and to render special care. Though 7½% of the total scholarships of 200 is reserved for Scheduled Castes to study in Public Schools, not even half of their entitlement is given to them and it is regretted to note that the reservation rule is not followed by the Ministry of Education, Government of India. Some of the hostels maintained for Scheduled Castes, especially by the voluntary organisations, are not better than the slums from where these students are picked up. No attempt is being made to enrol more and more Scheduled Caste children at primary stage, as a result there is no appreciable increase in their enrolment at primary stage. These difficulties have slowed down the progress of education, and in fact resulted in huge wastage and stagnation in our education, without gaining the expected result.

1.11. In the circumstances, more concerted efforts are required to bring the level of education of Scheduled Castes equal to the rest of the community. In the initial stages we may have to incur more and more expenditure and the outcome may not be as expected or as it should be. This should not cast disappointment or discourage our efforts. After all, our attempt is to uplift a class of people, who were depressed by the society and forgotten for centuries and whatever the quality and quantity of the attempts put in, it would take time to remove the gap. Therefore, one should not be surprised at the amount of money involved in the development of 6.5 crores of Scheduled Castes. No investment is better or greater than investment in education. As stated by Shri M. C. Chagla, former Education Minister, "It is truism to say that the best investment a country can make is investment in human resources. We spend crores of rupees, in putting up steel-mills, hydro-electric plants and various other monuments to the scientific age. But we are sometimes apt to forget that the best monument, the most paying investment, even from the financial and economic point of view, is investment in human resources. If, therefore, we have to eliminate poverty, we can do so only through a vast qualitative scheme of education which is oriented to the removal of poverty."

CHAPTER II

PRIMARY EDUCATION

The *educational needs of a young child*, as a little citizen of our great Republic, are simple but fundamental. Primary education is the foundation stone on which higher education is to be built and unless a strong foundation is laid, it would be difficult to bring about development at a future stage. In a survey conducted by the Ministry of Education, Government of India, it was revealed that large number of failures at post-matric stage was due to poor educational standard at pre-matric level. It is, therefore, essential for the all-round development of a child, that sufficient care is given at his primary educational level, and a strong foundation is laid in the beginning.

Progress of Primary Education

II-2. The progress of elementary education among Harijan children, it is reported was not satisfactory in most of the States. In *Maharashtra*, it is reported, the progress was slow due to inadequate number of schools compared to general areas. It is stated that there were 4,697 villages without schooling facilities and most of these villages were in backward areas. There is also the problem of shortage of trained teachers and irregularity in attendance of teachers in schools. In *Kerala*, elementary education has made some progress, however, the progress is not satisfactory due to poverty of the parents and want of incentives. In *Madhya Pradesh*, in 1962-63, the number of children in elementary schools has decreased as compared to the previous year, though the number of general children has shown an increase. This, it is reported, was due to lack of schooling facilities adjacent to villages and other incentives like mid-day meals, free supply of stationery etc. In *Mysore State*, the percentage of enrolment of Harijan children compared to the total enrolment, in elementary stage is only 10.5, though primary education is compulsory in the State. The poor enrolment at primary level is due to lack of schooling facilities and poverty of parents. In *Andhra Pradesh*, though the enrolment in elementary schools is improving it is reported that it could be improved further by providing mid-day meals as being done in Tamil Nadu State. In *Gujarat*, the progress of elementary education is slow and the children generally leave the school before even completing elementary education due to poverty of parents. Parental negligence due to ignorance is proving to be a problem in the State. In *Bihar*, the State Government have admitted that there is large scale wastage in the education even at elementary stage and it is estimated that the wastage approximately is 60%. This wastage, the State Government feel can be reduced by close and effective teacher—guardian coordination. In *West Bengal*, it is reported that the progress was not at all satisfactory due to lack of any incentives to attract the children even to elementary schools. In *Orissa*, also, no special measures are taken to enrol poor children to schools, as a result, elementary education has not progressed up to the mark. In *Tamil Nadu* State, wastage in elementary education is considerable due to the apathy of parents, though there is a scheme for providing free mid-day meals in Harijan Welfare Department schools and a few management schools. Parents should be impressed about the importance of education and persuaded to send their children to schools regularly. In *Rajasthan*, also wastage in primary education is huge, and incentives like mid-day meals, free books and dress should be provided. During the tour of the Committee in Rajasthan State, it was brought to its notice by the State Government authorities that scholarships granted to 1-5 standards children had been stopped due to lack of funds. This is quite surprising and disappointing that the State Government authorities have decided to stop the primary stage scholarships when the position of education at this level is much disappointing and alarming in the State. In *Jammu & Kashmir* and *Himachal Pradesh*, progress of elementary education though improving additional incentives and special care for children are required, to avoid wastage. In *Assam*, the progress of education is very slow due to lack of incentives. In *Uttar Pradesh*, the progress of elementary education is very slow due to lack of incentives. Though the population of Scheduled Caste is the highest in the country unfortunately, even elementary education is neglected and the progress is very slow compared with other

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States. Special care should be taken to encourage enrolment at primary level. Thus, the progress of elementary education is generally very slow in all the States.

Pre-matric scholarships schemes for primary education

II-3. Most of the State Governments have their own pre-matric scholarship schemes to help the needy children to have their education, without becoming a financial burden to their parents. These scholarships schemes include free supply of books, stationery, dress, mid-day meals, etc. Some State Governments give the incentives in kind while others in cash. However, the incentives provided at the primary level of education, where we have to lay the strong foundation to build up the higher education are quite insufficient. In most of the States the amount of scholarship provided is as meagre as Rs. 3/- per annum. In Tamil Nadu stipend is given in Government schools but not in Corporation schools. This distinction should be stopped. And the most surprising thing is that even one failure is not condoned at the primary level of education for grant of scholarships. This is very cruel indeed, as the little children who are not aged enough to understand the importance of education or the value of the scholarship obtained, are deprived of their chance to continue their education due to one failure. As the children are coming from poverty striken families and parents are illiterate and ignorant, it is required to encourage education among them by providing as much incentives as possible. During the tour of the Committee, it was represented that all the deserving children in all the State were not getting the stipends, though it was accepted by State Governments to provide stipends to all. The District Welfare Officers interviewed by the Committee, frankly admitted, that all children were not given stipends due to paucity of funds, while they themselves felt that aids such as books, mid-day meals, stationery, etc. should be given to all. *The Committee, therefore, recommends that all children, irrespective of the number of failures should get the scholarship at the primary level of education.* As far as possible, stipends should be provided in kind and not in cash as there are many complaints on the misuse of scholarship amount by the parents. There are also complaints that the scholarship is granted at the end of the school year when the need is over. *Authorities should ensure that all eligible children get their scholarship at the beginning of the school year, so that their education should not become a burden on the parents.*

Present Position

II-4. Primary education is free not only to Scheduled Castes but for all the children throughout the country. It is also compulsory through legislation in some of the States. However, enrolment of Scheduled Caste children, compared to the general enrolment, shows that this has not proved an incentive to attract more Harijan children to school. According to the information furnished by Education Ministry, in the year 1963-64 the total number of children in primary schools was 2,37,39,568 while that of Scheduled Caste children was 36,27,693, the percentage being 15.2 (excluding Punjab). The number of S.C. children in primary schools has not shown any appreciable increase in recent years and free education has not proved to be a sufficient incentive to attract more children to schools. The main reasons given are ignorance and poverty of the parents. Lack of primary schools in the vicinity of the villages is also stated to be one of the main reasons for the reluctance of the parents in sending their children to schools. Our main effort in the field of primary education should be to enrol more children to schools and to provide sufficient incentives for their continuance in schools without becoming an economic burden to their parents. *With these objectives in view the following measures are suggested:*

(a) *Mid-day meals:*

Mid-day meals in some of the States have proved to be an effective incentive to attract Harijan children to schools. In Tamil Nadu, both the Director of Public Instructions and the Director of Harijan Welfare have intimated to the Committee that the introduction of Mid-day meals had improved the attendance of Harijan children in schools. Previously, mid-day meals were provided only in Harijan Welfare Schools. Recently the Director of Public Instructions had issued instructions to all District Welfare Officers to give meals to all Scheduled Caste children in non-Harijan schools also, when their strength is 70% and above. The Committee on its tour observed that due to paucity of funds, S.C. students in all the eligible schools are not covered. In some schools it was observed that meals were provided only to S.C. children and other poor children were omitted. There is also disparity in the rates of amount sanctioned for meals between Panchayat Union Schools and Harijan Welfare Schools. The rate in Panchayat Union Schools is 6 paise while in Welfare Department Schools it is 15 paise. The Committee feels that a uniform rate

should be fixed throughout the State, and no discrimination should be made between Harijan Children and other poor children. In *Jammu & Kashmir*, provision for mid-day meals has been made in the Fourth Plan. In *Kerala* the Welfare Department has a scheme to provide mid-day meals, however, there is general complaint that the scheme is not helpful as the amount sanctioned is only 0.05 paise per child. In many of the welfare schools the scheme has not been implemented due to the inadequacy of the rate sanctioned by the Government. During the Third Five Year Plan, mid-day meals were provided in 93 Welfare Schools, *Orissa* and *Pondicherry* Governments have also schemes to provide mid-day meals, but unfortunately the details were not furnished by the respective State Governments. Other State Governments have reported that they had no such schemes to provide free meals for poor Scheduled Caste children. Experience has proved that provision of mid-day meals is a great incentive to attract poor children to schools. *It is, therefore, recommended that other States should also make provision for mid-day meals in primary schools. However, no distinction should be made for this purpose between Scheduled Castes and other poor children in welfare schools. The rate for mid-day meals also should be sufficient for the purpose and the existing rates should be revised according to the local market conditions.*

(b) *Free supply of books, stationery and dress* :

Some of the State Governments have schemes to provide books, stationery and clothes to primary school children. The *Andhra Pradesh* State Government have a scheme to provide monetary aid at the rate of Rs. 5 per child per year for purchase of books, stationery and clothes, but this stipend is not granted every year due to paucity of funds. In *Kerala*, grants are given at the rate of Rs. 3 per annum for purchase of books and stationery. In *Madhya Pradesh*, Scheduled Caste children are not getting any facilities, while Scheduled Tribes children are getting free books and stationery. In *Rajasthan*, as stated earlier, the State Government have decided to discontinue this grant from this year due to lack of funds. Information has not been furnished by other State Governments about this scheme though they have intimated that they had such schemes in their States. In this regard, it is regretted to note that even after sending so many reminders including Chief Secretaries, the State Governments have not responded. This shows that they are not keenly interested in implementing the scheme, though such schemes are accepted by them. Free supply of books, stationery and clothes etc. are very essential to attract more Scheduled Caste children to Schools.

At present the rate of scholarship given to primary class children, varies from State to State. It varies from Rs. 2 to Rs. 5 per annum. Even this amount is given only to a few children in the States subject to availability of fund with the Government. The Committee, therefore, recommends that scholarship should be given to all Scheduled Caste children in the State and adequate provision should be made in the State Budget. The rate of scholarship should be as follows :

Standard I—Rs. 5 per annum

Standard II—Rs. 6 per annum

Standard III }
Standard IV } —Rs. 10 per annum

(c) *Lack of Schooling facilities* :

Another main reason for the low rate of enrolment of Scheduled Caste children at primary stage especially in Maharashtra, Madhya Pradesh, Mysore, Rajasthan and Uttar Pradesh is lack of schooling facilities near to the villages. Majority of Scheduled Castes, no doubt reside in villages which are usually neglected by the State Governments for establishment of Schools. Parents usually are reluctant in sending the children to distant schools at a very young age. Primary schools, therefore, should be near to the villages. In some States, the rules regulate that minimum number of population is required for establishment of even primary schools. Small villages do not come under this, and are, *therefore, neglected. To encourage primary education, it should be ensured that at least one primary school is established in every village, especially when the majority of the population belongs to Scheduled Castes.* After the formation of the Panchayat Raj, the Panchayat Authorities are reluctant to start schools in Scheduled Caste dominant localities, under pressure from other castes, as they are afraid that caste-Hindu parents are not willing to send their children to such schools, due to untouchability. It has been represented that in such cases Scheduled Caste themselves were willing to start schools, but the Panchayats were reluctant to recommend their cases.

(d) *Attendance in schools*:

Ignorance of parents is also stated to be a reason for reluctance on their part in sending children to schools. The parents, therefore, have to be persuaded in the matter. There is no point in getting the children admitted in school and then leaving the matter to parents. It has been observed that wastage is considerable at elementary stage. Children are not regular in school and many of them leave the studies even before completing the elementary stage. It is, therefore, necessary that even after admission, the matter should be followed up, and for this purpose an effective liaison between the teacher and parents is required throughout the course. *It should be the responsibility of the primary school teachers to ensure that their pupils are regular in their classes. Attendance of Scheduled Caste children in primary classes should be closely watched by the teachers.*

(e) *Enrolment in schools*:

To increase the enrolment of Scheduled Caste children, the services of Gram Sevaks and Panchayat President and officers may be utilised. It is well known that certain Scheduled Caste communities are too backward compared to other Scheduled Caste communities. In fact, there is widespread criticism that the incentives provided have benefited only the upper strata of Scheduled Castes while the lower strata is neglected. It is, therefore, essential that more attention should be paid on the communities so far neglected. For this purpose, village level officials are the most suitable persons to watch the progress of education of any particular community in a village.

(f) *Compulsory education*:

Legislation has been passed in most of the States, making primary education compulsory, though the law is ineffective, as no special measures have been simultaneously adopted to make the law effective. Primary education is compulsory in Bihar, Gujarat, Tamil Nadu, Maharashtra, Mysore, Punjab, West Bengal, Andhra Pradesh and Uttar Pradesh. It is not compulsory in Jammu & Kashmir, Kerala, Madhya Pradesh and Orissa. It may be seen that in most of the States where it is compulsory, enrolment of children is not at all satisfactory and in some of the States like Kerala where it is not compulsory enrolment is more satisfactory. It is, therefore, clear that it is futile to make elementary education compulsory if simultaneous efforts are not made to induce the parents to send their children to school. First of all, a proper field should be prepared by providing such incentives as mid-day meals, free supply of books, stationery, etc. and then only education should be made compulsory by legislation.

CHAPTER III

MIDDLE AND SECONDARY EDUCATION

Present general conditions

Scheduled Caste pupils are exempted from payment of tuition fees in middle and secondary classes in both Government and recognised aided schools in all the States, except in West Bengal and the Union Territory of Dadra and Nagar Haveli, where they are exempted only in Government Schools. However, in some of the States, they are exempted subject to the income limits of parents. In all the States, the State Governments have their own pre-matric scholarship schemes to provide incentives to pupils. These scholarships vary from State to State and in some States even from district to district. Progress of middle and secondary education is very slow in most of the States, and wastage is very conspicuous at this stage of education. According to the information furnished by the Education Ministry, in '63-64, the percentage of enrolment of Scheduled Castes at primary stage was 12.6 middle school stage it was 10.6 and at secondary stage it was reduced to mere half *i.e.* 6.9. The general complaints at this stage, as represented to the Committee during its tour in various States, were lack of Schooling facilities near to the villages, and also lack of hostel facilities attached to the distant schools. Inadequacy of the amount of pre-matric scholarships and lamentable delay in the grant of these scholarships are also added to this state of affairs. Increasing cost at this stage of education and the absence of increased financial aid from the Government, coupled with the poverty and ignorance of the parents are also strong reasons for reducing the number of Scheduled Caste pupils at this stage. In the absence of any direct scholarship or stipend from the Central Government; the State Governments have formulated their own schemes for helping the Scheduled Caste pupils. A state-wise review, therefore, is required to get an idea of the facilities offered and drawback if any, at this stage of education.

III.2. In *Andhra Pradesh*, Scheduled Caste pupils are exempted from payment of tuition fees in Government as well as aided schools, irrespective of parent's income. However, from the discussions the Committee had with Education Officers in various districts it appeared and the Education Officers also admitted that Scheduled Castes were not given free education at all stages, in all the districts. A uniform approach has to be formulated throughout the State. Many cases of delay in the grant of scholarships are not noticed, however, the procedure laid down is too *cumbersome* and can be simplified. In *Assam* the income limit fixed is Rs. 3,600 per annum for exemption from tuition fees. The main problem facing the State is lack of schooling facilities near to the villages and the students have to walk long distances to attend to schools. During the tour of the Committee in Assam, it was represented that much of the amount sanctioned for the welfare of Scheduled Castes was not properly utilised. School grants were sanctioned but it did not reach the hands of school authorities in time, as a result they take contributions from students for running the school. Many Scheduled Caste and Scheduled Tribe students who were unable to contribute, leave their studies. Pre-matric scholarship is given on merit basis as a result most of the students are deprived of any help from Government. In *Bihar State*, Scheduled Caste children, whose parents/guardians are assessed to (a) income tax, (b) agricultural tax, (c) sales tax, are not exempted from payment of fees. Lack of schooling and hostel facilities as well as unusual delay in the grant of scholarships are reported to be the major drawbacks in the State. All the deserving pupils are not getting stipends due to shortage of funds. The Committee feels that adequate provision should be made to give stipend to all deserving children. In *Gujarat State* if the parents'/guardians' income exceed Rs. 4,800 per annum, the children are not exempted from payment of tuition fees. Wastage in education at this stage is found in a very acute form in this State. In 1961-62, the enrolment in primary schools was 1,69,501 while in secondary stage it was only 17,300. The main complaints are that schooling facilities are not available near to the villages and the stipend provided is not sufficient to meet hostel and other expenses. In *Jammu & Kashmir*, free education is provided to all communities. Stipend paid varies from Rs. 3 p.m. in the

Fourth standard to Rs. 12 p.m. in the Xth standard. However, it is not furnished how many students are benefited by this scheme. In *Madhya Pradesh* if the parents income does not exceed Rs. 300 p.m. their children are exempted from payment of tuition fees. The progress of secondary education in the State may be considered as satisfactory, as there is an increase of 10% in the number of students studying in the year 1962-63 compared to 1961-62 However, it is reported that lack of schooling facilities near to the villages and hostel facilities in distant schools, as well as long delay in the grant of stipends were the major problems of the State. In *Kerala State* no income limit is prescribed for exemption from payment of fees. The main complaint is that the stipend granted is not sufficient to meet the expenses of pupils for their books, stationery, dress and lunch. Rate should be enhanced. The Committee received complainst that the scholarships amounts are not disbursed in time. In *Tamil Nadu* lack of schooling facilities near to the villages is proving a major problem, and lack of hostel facilities in distant schools has added to this. Though there is not much delay in the grant of stipend due to decentralisation, the amount of stipend is quite inadequate to meet all the expenses of the pupils. There is no High School or College in the State run by Scheduled Castes, though it is understood many have applied for permission for the last 15 years, especially from Madras and S. Arcot districts. It is not understood why Scheduled Castes are not permitted to run educational institutions while other communities are encouraged for the same. Instances have come to notice when even after granting permission by the Department of Education, the permission has been withdrawn on the recommendation of Director of Public Instructions. It is regretted that such discrimination is being practised in the State. In *Maharashtra,* no income limit is prescribed for exemption from payment of tuition fees. A recent survey undertaken by the Deputy Commissioner and the Director of Economic and Statistics, Maharashtra, has revealed that wastage in education is most conspicuous at secondary stage and out of 1,000 children at primary stage only about 128 go for secondary education and 12 for higher education, while the proportion in the general students is 220 and 28. The fund provided for prematric scholarships is found to be quite inadequate every year, as a result, all the pupils are not covered under the scheme; pupils who get scholarships in one year, are not assured scholarships in the next year, resulting in uncertainty among them. Rate of scholarship also varies from district to district and delay in the grant of scholarship is widely prevalent. It is appreciable that the Government of Maharashtra are giving liberal aids in starting schools and colleges and hostels by private organisations like People's Education Society, founded by late Dr. Ambedkar, the symbol of revolt as described by Panditji. In *Mysore State,* no income limit is prescribed for exemption from payment of tuition fees. The prematric scholarship scheme in the State requires a lot of modification with a view to bring about uniformity. At present the rate and mode of payment varies from district to district, and the State has even different schemes of scholarships, as some of the Districts in the State have been amalgamated to it from neighbouring States, like Maharashtra and Tamil Nadu. It was brought to the notice of the Committee and also observed by the Study Team of the Committee that some communities like Bhoris in the State were getting preferential treatment from the Government in getting scholarships and other aids though they did not suffer from any social disabilities and did not accept themselves as Harijans. In *Tamil Nadu* also the Kallar community, like Bhovis in Mysore, was included in the list of Scheduled Castes before Independence, but later they were deleted from the list as they were not suffering from any social disabilities. In the same manner, in Mysore also Bhovis were also included before Independence, and the matter requires attention of Central and State Governments. In *Orissa State,* no income limit is fixed for exemption from tuition fees. Poverty of the parents is the main hinderance in the progress of education in the State. Pre-matric scholarship scheme does not cover all Scheduled Caste students due to lack of funds, and the amount granted is quite insufficient to meet all the expenses of the pupil. In the discussion the Committee had with the Director of Harijan Welfare, Orissa, he intimated that from this year onwards the scholarships would be granted only on merit basis. The matter was brought to the notice of the Minister of Harijan Welfare by the Chairman, but the Minister intimated that this was due to lack of funds. In *Punjab* and *Haryana States,* stipend given is very meagre, *i.e.* Rs. 4 p.m. in Middle School, Rs. 7 p.m. in High School; this should be increased. Lack of hostel facilities attached to distant schools have proved to be a major problem. In *Rajasthan,* no income limit is fixed for scholarships. While the Committee was on tour in Rajasthan, the Director of Harijan Welfare intimated to the Committee that

due to paucity of funds from 1968-69 onwards, scholarships would be granted only to meritorious students and this would cover only a few out of many Scheduled Caste students in the State. Lack of schooling facilities near to the villages and considerable delay in the grant of scholarships and also inadequacy of the amount granted, are *the major problems facing the State.* Due to delay experienced in the grant of scholarships, students are required to meet the initial expenses which they are unable to afford. In *Uttar Pradesh,* the income limit prescribed is Rs. 250/- p.m. for exemption from payment of tuition fees. Director of Backward Classes, U.P., intimated to the Committee that pre-matric scholarships were granted on merit basis due to lack of funds and many students were not covered *by the scholarship scheme. The* School Inspector also intimated that the number of applicants were much more than the number of scholarships sanctioned. For example in Dehra Dun district the number *of scholarships is only 120. In many* Institutions Scheduled Caste students are denied admissions due to the delay in getting the amount reimbursed. In *West Bengal,* no income limit is prescribed for payment of tuition fees. The main problem facing the State is economic. The stipend granted is quite inadequate and the machinery granting *stipends is very complacent. The* procedure for grant of scholarship is very cumbersome and needs to be simplified. It is complained that for Scheduled Caste students, it is very difficult to get admission in middle and higher secondary classes, due to delay involved in getting their fees reimbursed from the Government. Many students are also denied scholarships due to lack of funds. Strangely enough, scholarship is given up to 10th Standard only and *for 11th Standard no scholarship is given.*

III.3. The statement below gives details of the pre-matric scholarships in various *States:*

SOURCE: Information furnished by State Governments.

Sl. No.	Name of the State	Stage of education	Rate of scholarship	Do failures get scholarship	Any income limit is fixed
1	2	3	4	5	6
1.	Maharashtra . . .	V to VII	Rs. 30/- per annum.	No	Yes, income limit is fixed at Rs. 1200/- per annum.
		VIII to XI	(1) Rs. 20/- p.m. for the first two backward class students who get minimum 50% marks in the previous annual examination. (2) Rs. 10/- to others who get 50% or more marks in the previous annual examination. (3) Rs. 5/- p.m. to others who get below 50% marks subject to availability of funds.		
			No fee rate *Half fee rate*		
2.	Andhra Pradesh . .	Standard IV to VI	Rs. 32/- p.a. Rs. 53/- p.a.	Yes.	Two failures from VI-VIII and two from IX to XI.
		Standard VII to XIII	Rs. 32·62 p.a. Rs. 72·62 p.a.		
3.	Kerala	IV to VII	Rs. 30/- p.a.	First failures get scholarships at a lower rate.	No
		VIII to X	Rs. 40/- p.a.		

1	2	3	4	5	6
4.	Orissa	Boarders VI—VII VIII—XII	Rs. 20/- p.m. Rs. 23/- p.m.	No	Yes
		Day Scholars VI—VII VIII—XII	Rs. 40/- P.A. Rs. 50/- P.A.	Do	Do
5.	Punjab	Middle High/ Higher Secondary	Rs. 4/- p.m. Rs. 7/- p.m.	Ist failure half of the rate of scholarships. Tuition fee concession will be stopped on the 2nd failure and will be resumed only after the student has passed.	Yes
6.	Mysore	Middle High School	Rs. 50/-P.A. Rs. 75/-P.A.	— —	— —
7.	Jammu & Kasmir	6th standard 7th standard 8th standard 9th standard 10th and 11th standard	Rs. 5/- p.m. Rs. 7/- p.m. Rs. 9/- p.m. Rs. 10/- p.m. Rs. 12/- p.m.	No	Yes
8.	Tamil Nadu	VI—VII VIII IX—XI	Rs. 23/- P.A. Rs. 25/- P.A. Rs. 35/- P.A.	First failure gets the scholarships but no failure is condoned in standards I—V.	Yes
		Corporation Schools in Madras City			
		VI VII to VIII	Rs. 9/- P.A. Rs. 12/- P.A.		
9.	Bihar	VI—VII VIII to XI	Rs. 7/- P.A. Rs. 10/- P.A.	Failures are not allowed scholarships.	No
10.	Madhya Pradesh	Middle Higher Secondary	Rs. 60/- (Boys) P.A. Rs. 150/- (Girls) P.A. Rs. 150/- (Boys) P.A. Rs. 225/- (Girls) P.A.	No failure condoned.	Yes
11.	Gujarat	V—VII VIII—XI	Rs. 30/- P.A. Rs. 60/- P.A.	Not even one failure is condoned.	Yes
12.	U.P.	VI VII—VIII IX—X	Rs. 6/- p.m. Rs. 8/- p.m. Rs. 12/- p.m.	—	Yes
13.	Rajasthan	V to VIII IX to XI	Rs. 5/- p.m. Rs. 10/- p.m.	No	Only meritorious students are given scholarships.
14.	Pondicherry	VI to VII VIII to IX X XI	Rs. 30/- P.A. Rs. 40/- P.A. Rs. 50/- P.A. Rs. 60/- P.A.	No	No
15.	Manipur	VI VII—X	Rs. 5/- P.M. Rs. 7/- P.M.	—	Yes
16.	Himachal Pradesh	Middle High	Rs. 4/- P.M. Rs. 10/- P.M.	—	Yes

III.4. From the above statement it is clear that the pre-matric scholarship schemes, as operated by the State Governments have several drawbacks. It is obvious that there is no uniformity in the scheme among various States. There is also considerable variation in the amount of scholarships granted between the States. The amount

granted is generally very low and is not at all sufficient to serve the purpose. And the more pathetic thing is that all the Scheduled Caste children are not given scholarships due to non-availability of funds in most of the States. Availability of fund is not at all a criteria for award of scholarships. Once the Government have agreed in principle to grant scholarships, it is their responsibility to find necessary funds. Poor S. C. children should not be allowed to sacrifice their career on the pretext that fund is not available with the Government, while no dearth of money is found in other big projects operated by the Governments. The statement below shows how meagre is the amount kept by the State Governments for provision of pre-matric scholarships.

Third Plan—Pre-matric Scholarships

(Rs. in lakhs)

Sl. No.	Name of State/Union Territory	Scheduled Castes		No. of Scholarships
		Provision	Expenditure	
1	2	3	4	5
1.	Andhra Pradesh	38·01	26·92	15,406
2.	Assam	3·50	7·61	56,273
3.	Bihar	109·00	87·50	72,796
4.	Gujarat	10·95	71·18	52,517
5.	Haryana	—	—	—*
6.	Jammu & Kashmir	4·96	5·00	17,227
7.	Kerala	58·40	116·46	1,403
8.	Madhya Pradesh	83·64	107·41	52,000
9.	Tamil Nadu	30·00	155·94	5,50,313
10.	Maharashtra	10·00	18·03	39,412
11.	Mysore	8·93	N.A.	16,254
12.	Nagaland	—	—	—
13.	Orissa	39·01	38·60	76,000
14.	Punjab	116·90	112·33	1,69,398
15.	Rajasthan	25·00	18·18	84,629
16.	Uttar Pradesh	85·00	85·10	1,34,467
17.	West Bengal	12·50	8·78	6,861
	TOTAL	635·80	859·04	13,44,956
	Union Territories :			
1.	Andaman & Nicobar	—	—	—
2.	Chandigarh	—	—	—
3.	Dadra and Nagar Haveli	—	—	—
4.	Delhi	—	—	—
5.	Goa, Daman & Diu	—	—	—
6.	Himachal Pradesh	1·50	2·01	4,593
7.	Laccadive & Minicoy	—	—	—
8.	Manipur	0·75	0·79	1,541
9.	Pondicherry	0·45	0·98	2,954
10.	Tripura	0·35	1·01	731
	TOTAL	3·05	4·79	9,819
	GRAND TOTAL	638·85	863·83	13,64,594

*Included in Punjab.

SOURCE : Planning Commission.

III.5. It may be seen from the above statement that the Governments of Andhra Pradesh, Bihar, Punjab, Rajasthan and West Bengal have lapsed the amounts allotted for pre-matric scholarships to Scheduled Caste students, while they deny scholarship to them on the ground that fund is not available. In Rajasthan alone Rs. 8.82 lakhs was lapsed while scholarship to 1—5 standards has been stopped and in other standards it is limited to meritorious students on the plea that fund is not available. This is, no doubt, due to lack of interest on the part of these Governments. It is surprising to note that even the Centrally administered Union Territories have not provided adequate funds for scholarships. The Committee takes a strong view of the matter and feels that adequate amounts should be provided in future Plans. In regard to Andaman & Nico-

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bar Islands an Ex-Member of Parliament was interviewed by the Committee and he intimated that though 50% of the population belongs to Scheduled Castes (Nam Sudra) no facilities whatsoever were provided to them as a Scheduled Caste community as guaranteed for their uplift, and as a result they still remained backward.

III.6. Another important feature is that in most of the States, *viz.* Maharashtra, Orissa, J. & K., Tamil Nadu (standard I-V) Bihar, M.P., Gujarat, Pondicherry and Rajasthan, not even one failure is condoned for award of pre-matric scholarships, while in other States one or maximum two failures are condoned. Large scale wastage in the education of Scheduled Castes at this level, no doubt, is mainly due to their discontinuance of studies after one or two failures. This is very cruel indeed. *The Committee strongly recommends that at least two failures one at middle school stage and the other at High school stage, should be condoned. The Committee also recommends that the State Governments should invariably make provision in their budgets to cover all eligible Scheduled Caste students, and no merit test among Scheduled Castes should be applied in the grant of scholarships. As far as possible pre-matric scholarship should be uniform throughout the State and no distinction should be made between one district to another.*

III.7. The above paras present a State-wise picture of the position regarding middle and secondary education in various States. As stated elsewhere, Scheduled Castes are exempted from payment of school fees in Government and recognised aided schools in all the States except West Bengal, Dadra and Nagar Haveli, where they are exempted only in Government schools. *The above State-wise review also reveals that in so far as middle and secondary education is concerned, the major problems are: lack of schooling facilities near to the villages and hostel facilities in distant schools, absence or inadequacy of the stipends and also delay in grant, coupled with the poverty, ignorance and apathy of the parents. These problems are dealt with below:*

Lack of schooling facilities:

III.8. Lack of schooling facilities near to the villages is an all-India problem found in all the States except a few. In a country like India, where majority of the population lives in villages, especially Scheduled Castes; it is high time for the State Governments to change their policy of preferential treatment to towns and cities in the establishment of educational institutions. As it is an all-India problem facing all the States, this matter deserves immediate attention of Government authorities.

III.9. At present the educational institutions in the country are either run by the Government or by private organisations/individuals of Caste-Hindus. Other communities like Christians and Muslims have come up educationally and socially because they have their own educational institutions. *It is, therefore, recommended that Scheduled Caste individual coming up for establishing educational institutions should be given all facilities such as free land, building grant of at least 50% of the expenditure etc. All such institutions should be attached with hostels and such facilities as mentioned above should be given for establishing hostels also.*

Stipends:

III.10. The second major complaint is regarding stipends. Stipends are either not paid to all students or paid inadequately involving considerable delay, defeating the purpose for which they are granted. In some of the States like Mysore, Madhya Pradesh and Andhra Pradesh, no uniform procedure is followed and it varies from district to district. *It is very essential that the State Governments should follow a uniform procedure throughout the State.* In some of the States like Maharashtra and Madhya Pradesh stipends are paid year by year without any guarantee to continue in the next year, resulting in uncertainty among the students. Students who do not get stipend continuously are compelled to leave their studies, as a result the stipend already paid in various years is wasted. And this may also result in wastage in education as the students who do not get scholarships may discontinue their studies. Inadequacy of fund is not a justifiable reason for denying stipends to some students. *State Governments should ensure that adequate provision is made in their budget to meet the expenditure on stipends, covering all deserving students and no student is left out on the plea that fund is not available.* The present unusal delay in the grant of stipend, in fact, defeats the purpose for which it is granted, as the stipend is received only by the end of the year, only those students who can afford the expenditure and wait for reimbursement can go for education. *Procedure for grant of stipends should be*

simplified, and advance amount should be granted at the beginning of the year to the head of the institutions, to meet initial expenses. Pre-matric scholarship scheme may be decentralised at district or institutional level, as has been done by some of the States like Tamil Nadu, Kerala and Gujarat to avoid procedural delay.

III.11. The Committee feels that the present rate of scholarship is quite inadequate in the present increased cost of living condition. *It is, therefore, recommended that the amount should be fixed at the following rates throughout India*:

Standard V . . .	Rs. 30 Per Annum
Standard VI & VII . .	Rs. 35 Per Annum
Standard VIII, IX, X & XI .	Rs. 75 Per Annum

III.12. *The income limit should be Rs. 1,000 per annum in all the States.* It is also recommended that scholarship should be given in two instalments one at the beginning of the year and the other after six months.

Exemption from special fees:

III.13. Though Scheduled Caste students are exempted from payment of school fees in all the States, they are not exempted from payment of other special fees in some of the States. In Assam, Andhra Pradesh, Tamil Nadu, Orissa and West Bengal, in so far as information is available with the Committee they are not exempted from the special fees. In Orissa and West Bengal they are exempted only from admission and examination fees. *The Committee recommends that these States should also follow the example of other States and Scheduled Caste students should be exempted from payment of all special fees such as game fee, laboratory fee, examination fee, library fee, etc.*

Admission in aided schools:

III.14. It was brought to the notice of the Committee during its tour in some States like Bihar, West Bengal and Assam that the aided school authorities were very reluctant in admitting Scheduled Caste children in their schools because of the delay involved in getting the amount of fees reimbursed from the Government. *The Committee feels that the State Governments should immediately look into the matter and it should be ensured that no difficulties are put in the matter of admission of Scheduled Caste children in middle and secondary schools.*

Supply of text-books:

III.15. It has also been reported that students in middle and High School standards were finding it difficult to purchase costly text books. The Committee feels that necessary arrangements should be made by the *Governments to supply set of costly text* books to students on loan basis as is being done by the Tamil Nadu Government through Welfare Department.

CHAPTER IV

POST-MATRIC SCHOLARSHIPS SCHEME AND POST-MATRIC EDUCATION

The Post-Matric Scholarship Scheme for Scheduled Castes was started by the Government of India in 1944-45. This scheme, perhaps, may be considered as the most extensive in coverage and far-reaching in significance in the educational advancement of Scheduled Castes. Originally the scheme was directly operated by the Ministry of Education, Government of India. The Ministry received applications from the candidates and the scholarships were awarded to the candidates directly. A Board was constituted to advise the Ministry on the various aspects of the scheme. The scheme was decentralised in 1959-60 mainly with a view to avoid delay in the disbursement of scholarship, and since then the scheme is being implemented by the State Governments/ Union Territory Administrations. The scholarships are awarded and paid to the students by the Government of the State/ Union Territory according to the terms prescribed by the Ministry of Education and the Department of Social Welfare.

Scope of the Scheme :

IV.2. All Scheduled Caste students whose parents/guardians income from all sources does not exceed Rs. 500/- per month are awarded scholarships on a graded means test basis without consideration of merit. Graded means test was withdrawn in 1957 and re-introduced in 1961-62. Employed Scheduled Caste Students are also given scholarships subject to the graded means test. The rate of scholarships under the scheme included monthly maintenance allowance which varies from Rs. 40/- for hostellers and Rs. 27/- for day scholars for under graduate and graduate course to Rs. 75/- for hostellers and Rs. 60/- for day scholars in the professional degree course in Engineering, Medicine etc. depending upon the course of study. Apart from this, all the compulsory non-refundable fees payable by the student are paid to him. Study tour charges in professional courses and thesis typing/printing charges in research courses are also paid up to a ceiling of Rs. 100/-. No book grant or equipment allowance is given. One failure, that too in the entire course of medicine and engineering alone is condoned.

Financing of the Scheme :

IV.3. In the budget of the Ministry of Education, the ceiling of expenditure fixed for this scheme for Scheduled Castes every year since 1958-59 is Rs. 125.86 lakhs. From 1959-60, the year of decentralisation onwards, this amount is treated as committed Non-Plan expenditure. To enable the State Governments/Union Territory Administrations to award scholarships to all eligible Scheduled Caste students, their requirements of additional funds, over and above the amount provided by the Ministry of Education, is met by the Department of Social Welfare from their Plan provision for the welfare of Backward Classes. A statement showing the number of scholarships awarded and the expenditure incurred from the year of inception of the scheme in 1944-45 to 1965-66 may be seen at Annexure I. It may be seen that in 1944-45, 114 scholarships were granted and the expenditure was Rs. 47697, which has gone up to 78548 scholarships with an expenditure of Rs. 3,72,53,586 in the year 1965-66. Another statement showing the number of applications received, number of scholarships sanctioned and number of scholarships awarded, State-wise during the year 1961-62 to 1965-66 may be seen at Annexure II. It may be noticed that in all, 80,506 applications were received, and 4,615 applications were rejected in the year 1965-66. The percentage of rejection is 5.7. The reasons for rejection of such a large number of applications are not furnished by the State Governments. It seems that the State Governments are not keeping records of such important matters.

Extent of the Scheme and Plan Outlay :

IV.4. Since the inception of the scheme in 1944-45 and up to the end of 1965-66, 5,21,944 scholarships were awarded to the Scheduled Caste students. As stated above, the Ministry of Education froze yearly grants to the State at Rs. 125.86 lakhs, being the level of expenditure incurred out of Ministry's funds

in the year 1958-59. A provision of Rs. 360 lakhs for Scheduled Castes was made in the Third Five Year Plan, in the Central Sector of Backward Classes. The Plan outlay in the Third Five Year Plan and the expenditure incurred are given in statement at Annexure III. Against the provision of Rs. 989.30 lakhs, consisting of Third Plan outlay of the Department of Social Welfare and the fund available from the Education Ministry during the Third Plan for post-matric scholarships of Scheduled Castes, an amount of Rs. 1489 lakhs has been spent. The total number of scholarships granted during the same period amounts to 3,18,964 as may be seen from the statement. The percentage increase in the number of scholarships granted to Scheduled Castes from 1961-62 to 1965-66 is 56.

IV.5. The statement below shows the number of post-matric scholarships awarded and the amount of expenditure incurred on them, year-wise, during the First, Second and Third Five Year Plans:

Sl. No.	Year	No. of Scholarships awarded	Expenditure incurred in Rs.
1	2	3	4
	A. FIRST FIVE YEAR PLAN		
1.	1951-52	1,604	8,17,976
2.	1952-53	3,065	14,35,551
3.	1953-54	5,954	26,86,316
4.	1954-55	10,034	45,80,498
5.	1955-56	16,081	63,78,432
	TOTAL	36,738	1,58,98,773
	B. SECOND FIVE YEAR PLAN		
1.	1956-57	21,744	82,46,604
2.	1957-58	26,447	1,00,27,379
3.	1958-59	32,512	1,25,86,130
4.	1959-60	38,657	1,44,30,230
5.	1960-61	42,066	1,67,82,412
	TOTAL	1,61,426	6,20,72755
	C. THIRD FIVE YEAR PLAN		(In lakhs)
1.	1961-62	49,015	214
2.	1962-63	55,580	268
3.	1963-64	66,675	294
4.	1964-65	75,146	341
5.	1965-66	78,548	372
	TOTAL	3,18,964	1,489

SOURCE: Ministry of Education.

IV.6. The Government of India decided that the level of expenditure on the post-matric scholarships scheme, reached during the last year of the Third Five Year Plan should be treated as committed expenditure and should be provided as non-plan expenditure during the 4th Plan period. Though the decision to treat the expenditure as non-Plan expenditure, was taken even much before the beginning of the Third Plan, it is disappointing to note that the Department of Social Welfare has not even now implemented the decision. It is gratifying to note that the Planning Commission has also suggested to the Department of Social Welfare, while discussing the Annual Plan for 1966-67, that the decision of the Government in this regard should be carried out. The matter was, therefore, taken up with the Department by the Committee. The Department of Social Welfare have since intimated that the expenditure incurred during the last year of the Third Five Year Plan on post-matric scholarship scheme had not so

far been reported by the State Governments. The Department of Social Welfare have also intimated to this Committee that since it was too late to make changes in the budget provision already made for the current financial year, it was decided that *status quo* should be maintained. The Committee regrets to note that implementation of this decision has been considerably delayed. Once the decision has been carried out, it would have been possible for the Government to utilise this money amounting more than Rs. 213.06 lakhs* earmarked in the Third Five Year Plan, for other urging development programmes for Scheduled Castes. *The Committee, therefore, recommends, that immediate steps should be taken by the Department of Social Welfare to carry out the decision of the Government that the level of expenditure reached during the last year of the Third Five Year Plan should be treated as committed expenditure and should be provided as non-plan expenditure, during the Fourth Five Year Plan. It* is quite shameful, if the Department prolongs this matter further under lame excuses.

Delay in the grant of Scholarships:

IV.7. In fact, the scholarships schemes at the State level still suffers from complicated and protracted procedure, insistence on too many formalities and subsequent delay in sanction and payment. Complaints on the delay in the grant of scholarships are widespread. During the tour of the Committee, practically every Scheduled Caste student had something to say, about the delay involved in obtaining the grant. And strangely enough, all the previous reports on the subject have made, one or the other suggestion to counteract this delay. Of course, the Ministry of Education and the Department of Social Welfare have taken some measures to avoid the delay involved in the grant of scholarships. The post-matric scholarships scheme was decentralised in 1959-60, mainly with a view to avoid delay in the disbursement of scholarships. The system of producing income certificates from the Revenue Authorities has been discontinued and substituted by an income declaration to be submitted by the Student's parent/guardians. The State Governments have also been instructed to evolve simplified procedures for the receipt of applications and for the drawal and payment of scholarships, *ad hoc* grants etc. in consultation with the Accountant General, if necessary, so that the amounts are sanctioned and paid promptly to the students who are awarded scholarships. Some of the State Governments like Madhya Pradesh, Gujarat, Tamil Nadu and Kerala have evolved their own schemes by decentralising the scheme at District or Institutional level for speedy award of scholarships. In Madhya Pradesh, the post-matric scholarship scheme has been decentralised since the academic year 1964-65 and it is now being implemented by the Collector, at district level. The District Organiser/District Tribal Welfare Assistant guides the students in filling up the application forms and he also scrutinises the applications. A time-table also has been prepared for payment of scholarships. Powers have also been given to the Collectors to draw in advance on an *ad hoc* basis the amount of scholarships for four months before the commencement of the academic year. In Kerala, as all the Scheduled Caste students are eligible for State scholarships the value of which is higher than Government of India's scholarships the students are not much affected by the delay in the grant of Government of India-Post-matric scholarships. Immediately on reopening of post-matric institutions, *ad hoc* grants are made to the principals for disbursement of lump sum grants to the students for purchase of books, dress etc. In Gujarat State, *ad hoc* grants are placed at the disposal of the heads of the post-matric institutions for the grant of scholarships to eligible Scheduled Caste students. Provision of special staff for the purpose in the Directorate and on the spot verification of applications by the staff at selected centres, have expedited disbursement of scholarships. In Tamil Nadu State, decentralisation of scholarship has been done as early as 1960 and the system is working very satisfactorily. Some other States have also evolved their own schemes of decentralisation. In spite of all these, delays are common in the grant of scholarships at Centre and State levels. Many complaints were received while the Committee was at West Bengal, that students usually did not get scholarships due to precedural delay and many of them were denied scholarships. *The Committee, therefore, suggest the following measures to remove avoidable delays at the Centre and State levels.*

(i) *Delay in the procedure of payment*

As stated elsewhere, originally the scheme was directly operated by the Ministry of Education, and the amounts were disbursed quarterly to the institutions and the institutions in turn paid to students on monthly basis. But on decentralisation of the scheme,

*Excluding allocation from Education Ministry.

the Ministry of Education and the Department of Social Welfare, give lump sum grants to the State Governments and the State Governments are at liberty to evolve their own schemes for disbursement. As stated above, some of the State Governments have worked out their own schemes for award of scholarship. No uniform procedure is followed in the country. As the implementation of the scheme is the responsibility of State Governments, Government of India very seldom interfere in the matter. This has resulted in multifarious procedures and practices by the States according to their convenience, some of which are good but others are not so. *In the circumstances the Committee recommends that a uniform procedure should be adopted by all the State Governments for implementation of the Scheme and disbursement of scholarship amounts. The Committee feels that the Department of Social Welfare to which post-matric scholarship scheme has been transferred recently should evolve a uniform procedure for disbursement of grants, acceptable to all the State Governments.*

A suitable scheme should be evolved by the Department of Social Welfare, for early distribution of scholarships—an advance amount may be placed at the disposal of the heads of educational institutions, having sufficient number of Scheduled Caste students, to enable them to renew the old and grant new scholarships and make payments in the first half of the year without waiting for the receipt of funds. The size of the amount should be sufficient, to meet the expenditure on previous years scholarships, plus a certain percentage of it, to meet the new awards, and also an amount to meet the expenditure other than tuition fees. These amounts could later be adjusted when the proper sanction is received. Necessary instructions, in this behalf have also to be issued to the Auditor-General. A similar procedure was in force during the Second Five Year Plan, and the complaints of delay, it is reported, were very few at that time. A revival of the procedure is advisable. When the scheme was directly implemented by the Ministry of Education, the institutions received the amount quarterly, however, the students were paid on monthly basis. Now the State Governments have their own procedures. When the Department of Social Welfare evolve a uniform procedure, it should be ensured that in the case of renewals the students are paid at the beginning of the quarter, and not at the end of the quarter. For fresh recipients, the first payment should be made quarterly and at the beginning of the quarter to enable them to meet their extra expenses at the beginning of the college year. Thereafter, the amounts may be paid either quarterly or monthly. However, it should be ensured that the students should be paid in advance, whether it is monthly or quarterly and not at the end of the quarter or month. *The Committee feels that these measures would go a long way to counteract the delay involved in the grant of scholarships and therefore recommends that the system of placing sufficient amount of money at the disposal of the Principals of each College, as narrated above should be adopted immediately.*

(ii) *Delay in issuance of instructions, from the Ministry of Education.*

Till recently, it was the practice, that the Ministry of Education issued yearly instructions to all State Governments laying down the rules and procedure for implementation of the scheme at State level. From last year onwards, it is understood that this has been substituted by a letter from the Ministry, instructing State Governments to proceed on previous year's lines. It is doubtful, whether even this practice of issuing a letter every year asking them to proceed is necessary. *If eligibility and value of scholarships do not change every year then automatic continuation may be done even without a signal from the Education Ministry.*

(iii) *Form of application.*

There are also complaints on the complicated form of application and also difficulty in obtaining the form. The form of application needs to be drastically simplified. At present a common form of application is prescribed for Scheduled Castes, Scheduled Tribes, Denotified Tribes, Nomadic Tribes, Semi Nomadic Tribes, and lower income group students. It is very bulky and unwieldly form comprising of 16 fool scap pages. Much of the complication of the present form arises from the fact that it is a common form for Scheduled Castes and other Backward Classes and also for lower income groups. As these two are two distinct groups much of the complication can be removed if a separate form is prescribed for Scheduled Castes and other Backward Classes and another for lower income groups. *The Committee, therefore, recommends that a separate form of application should be prescribed for Scheduled Castes and other Backward Classes.* There are also many repetitions in the form. Where the head of the institution is required to furnish certain information the same information need not be

called for from the student also. The form. therefore, needs simplification. State Governments may be requested to maintain an up-to-date list of institutions and sufficient number of forms should be despatched to these institutions well in advance of the due date of submission.

(iv) *Renewal of Scholarships*

In the case of scholarships already granted to deserving candidates, if the candidates have successfully completed their course, the practice of renewals of scholarships every year is undersirable and time consuming and, therefore, *the Committee recommends in such deserving cases, if there is no change in the eligibility of scholarships, automatic renewals, should be introduced.*

(v) *Students studying in other States*

Considerable delay is found in the case of disbursal of amounts to students studying in a State other than the State to which they belong. At present, the student is eligible to get scholarships only from the State to which he belongs. As the student is studying in another State, to get the sanction from his own State involves considerable delay and is causing much worries to the students. Two alternatives have been putforth to counteract this delay. The first one is that the State where the student studies, should pay the amount to the student and later on, if necessary, this amount may be adjusted from the State to which the student belongs. The other alternative is that the Department of Social Welfare should retain an amount for expeditious direct action to the student. As this may again result in delay on the part of the Department, for scrutiny etc. it is generally agreed that the first alternative is more welcome. *It is, therefore, recommended that in the case of other than the State to which he belongs, the State where he studies should pay the amount to the student and later on, if necessary, this amount be adjusted between the States.*

(vi) *Delay in the scrutiny of applications*

It has been noticed that State Governments are also taking much time for scrutiny of the applications, resulting in much delay. Time involved in scrutiny and final award of scholarships should be considerably reduced. It should be ensured that scholarships should be awarded within 30 days on receipt of applications. The institutions concerned should check up the applications received from the students and forward them to the State Governments within 15 days on receipt of the applications and the State Governments also should complete scrutiny and award scholarships within 15 days on receipt of applications from the institutions. Thus, the students should be awarded scholarships within 30 days on submission of their applications. *State Government should be advised to complete the scrutiny within the prescribed period and scholarships should be granted to the students within the fixed time after the receipt of the applications.*

IV.8. The measures suggested above would go a long way to counteract the considerable delay involved in the award scholarships. However, much would depend on the State Governments/Union Territory Administrations who are the implementing authorities. Any measure, however, adequate it might be, would be futile, unless the implementing authorities carry out them in letter and spirit. A study undertaken on the time taken in making payments to the Scheduled Caste student by colleges in Bihar, after receipt of money by them, it is reported in the Commissioner's Report, has revealed that colleges run by Christian Missions are very prompt in payment, next come the aided colleges and strangely enough the Government colleges come last. Much, therefore, depends on the promptness and efficiency of implementing authorities, who should be suitably advised and effectively guided in the matter.

Date of scholarships

IV.9. There is wide spread discontent about the rates of Post-matric scholarship. The rates of scholarships under the scheme, at present, include monthly maintenance, which varies from Rs. 40/- for day scholars for under graduate and graduate course to Rs. 75/- for hostellers and Rs. 60/- for day scholars in the professional degree courses in Engineering, Medicine, etc. depending upon the course of study (details are already given). The rates fixed are generally considered to be quite inadequate to meet the expenditure of the students, especially for technical studies like Engineering and Medical courses. As the rates are fixed uniformally in all States, students studying in costly cities are naturally finding it difficult to meet all their expenses. It is argued, that scholarships for Scheduled Castes are not meant to cover the total cost of education and are only a subsidy to the scholar and therefore, it would not be possible to raise the rates to meet all the expenses of the

scholars. This argument, however does not appear to be sound in the present circumstances. Scheduled Caste students are generally considered to be economically very backward and they might not be in a position to meet extra expenses from their own income. After all, the scholarships are meant for the uplift of a particular class which is socially, economically and educationally oppressed and suppressed by the society for centuries and as the aim of the scholarships is to uplift them educationally as they would not do it themselves, it is considered necessary that all helps should be rendered to make them educationally developed, as partial help might not suffice, as they are economically very weak, not in a position to raise the rest of the money themselves. If a Scheduled Caste student is economically very backward, having no particular income, how he is expected to continue his studies, if the scholarship is not sufficient. Therefore, it derives that the scholarship is meant only for those students, who are economically in a position to meet their other expenses themselves over and above what is required of their scholarship amount. That is not the policy of the Government. A deserving student who is also very poor may not find the amount of scholarship sufficient, to buy minimum clothing, pay tuition fees for extra coaching, etc. The Committee, therefore, strongly feels, that the rates of scholarships should be raised to enable the student to meet the full expenditure from the scholarship amount. The present rates of post-matric scholarships were fixed in 1954-55 *i.e.* more than 15 years age based on the conditions prevailing at that time. Conditions have thoroughly changed now. In 1954, the average general cost of living index was 101 (base 1949=100). In 1966 the index has gone upto 185 showing an increase of 84%. Thus it may be seen that the cost of living has gone up by 84% compared to the year of fixing the rates of scholarships and the present year. If we make a proportionate increase in the rates of scholarships, the present rates should be increased from Rs. 40/- to Rs. 73.60 for hostellers and from Rs. 27/- to Rs. 40.68 for day scholars for under-graduate and graduate courses; from Rs. 75/- to Rs. 128/- for hostellers and from Rs. 60/- to Rs. 110.40 for day scholars in the degree courses of Engineering and medicine. According to the rise in cost of living, the Government should come forward to give equivalent rise in the rates of scholarships, *the amount which should be sufficient to* meet all the expenses of the students in the present conditions. The amount of scholarships need not be the same throughout the country should be related in any State or city according to the cost of living there. The details of the formula for revision of scholarships should be worked out by the implementing authorities, taking into consideration all the prevailing conditions. To meet the extra amount required for the purpose, the State Governments may be requested to supplement the central scholarships. This way of pooling the amounts of Central and State Governments would be sufficient to meet the extra expenses.

IV.10. At present post-matric scholarships are granted only to those Scheduled Caste students whose parents/guardians income from all sourses does not exceed Rs. 500/- per month. As stated above the cost of living has considerably gone up after the fixation of this income limit. Fixation of this income limit has in fact deprived many needy scheduled caste children from going for higher studies. *The Committee, therefore, feels that this income limit should be raised, at least to Rs. 1,000/- per month.*

Lower payment by some State Governments

IV.11. It has been reported to the Committee during its tour in some of the States especially in Punjab, that many Scheduled Caste students either did not get post-matric scholarships or the amount of scholarships received was much less than the prescribed rate of the Government of India. As stated above, the rate of post-matric scholarship under post-matric scholarship scheme includes monthly maintenance allowance varying from Rs. 40/- for hostellers and for day scholars for under-graduate and graduate courses to Rs. 75/- for hostellers and Rs. 60/- for day scholars in professional degree courses in Engineering, Medicine, etc. depending upon the course of study. In fact the amount of scholarship actually disbursed by the State Governments especially the Punjab Government to students is much less than the prescribed rates. The rates of scholarships given by some State Governments are given below :

Name of the State (1)	Cource of Study (2)	Existing Rates (3)	Entitled (4)
Punjab	Intermediate B.A./B.Sc. M.A./M.Sc. M.Sc. Hons.	Rs. 15/- p.m. Rs. 20/- p.m. Rs. 25/- p.m.	Rs. 27/- Rs. 27/- Rs. 27/-

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(1)	(2)	(3)	(4)
	B.T./B.Ed. M.Ed.	Rs. 20/- p.m. Rs. 25/- p.m.	Rs. 27/- Rs. 27/-
Mysore	P.U.C. Degree	Rs. 150/- p.a. Rs. 200/- p.a.	Rs. 243/- (9 months) Rs. 243/- (,,)
Andhra Pradesh	B.A. (Hons.) B.Sc. (Hons.) M. Com. M.A. (Hons.) Ph.D.	Rs. 142·12 p.a. Rs. 187·12 p.a. Rs. 143·12 p.a. Rs. 210·00 p.a. Rs. 210·00 p.a.	Rs. 243/- (,,) Rs. 243/- (,,) Rs. 243/- (,,) Rs. 243/- (,,) Rs. 243/- (,,)
Maharashtra	At the rates fixed by the Central Government.		
Kerala	At the rates fixed by the Central Government.		
Tamil Nadu	M.A. I yr. M.A. II yr. M.Sc. I yr. M.Sc. II yr. M. Com. I yr. M. Com. II yr.	Rs. 250/- p.a. Rs. 174/- p.a. Rs. 250/- p.a. Rs. 174/- p.a. Rs. 250/- p.a. Rs. 250/- p.a.	Rs. 27/- p.m. Rs. 27/- p.m. Rs. 27/- p.m. Rs. 27/- p.m. Rs. 27/- p.m. Rs. 27/- p.m.

From the information given above it is evident that the amount of scholarship granted by some of the State Governments are much below the prescribed rates. In Punjab the amount given for intermediate course is only Rs. 15/- p.m., for B.A./B.Sc. courses only Rs. 20/- per month while the prescribed rate is Rs. 27/- p.m. minimum.

In Andhra Pradesh the scholarship given for Ph.D. research is only Rs. 210/- per annum. We have discussed in the above para about the inadequacy of the amount of scholarships granted under the scheme. Now, if the State Governments grant amount even less than the prescribed rates that is only an indication of negligence and lack of interest on the part of the State Governments. *The Committee takes a very serious view of this situation and strongly recommends, that the Department of Social Welfare should immediately call for information from other State Governments also on the rate of scholarships granted by them, and wherever the amount is found to be less than the prescribed rate immediate action should be taken to ensure that the minimum rates of scholarships are granted to the students.* In no case it should be less than the prescribed rates. We appreciate the spirit in which the Tamil Nadu, Mysore, Rajasthan and Kerala Governments supplement the Central Scholarships wherever they find that the amount is inadequate. Other State Governments especially Punjab and also Haryana should follow this commendable action.

IV.12. While the Committee was on tour in U.P., it was represented that in Murari College, Gorakhpur, Scheduled Caste students were required to contribute a portion of their scholarship amount to College authorities. They were also compelled to add their caste name after their names. State Government should immediately look into such irregularities.

Condonation of failure

IV.13. In the entire course of Medicine and Engineering, only one failure is condoned under the post-matric scheme. No failure is condoned in respect of other courses. This takes away the opportunity from the students and results in wastage of amount already paid to them and also in wastage and stagnation in our education, as the number of seats are limited in Medical/Engineering colleges. At present only in Kerala and Maharashtra States, in so far as information available, failed students who are not eligible for Government of India scholarships are given concessions. In Kerala State, Scheduled Caste students who fail completely or partially in the M.B.B.S. Examination and in Agricultural college for degree course, who are continuing the course in the same class for an additional period will be granted the usual concessions (except lump sum grant for books and dress) till the close of the next examination. The candidates will not be eligible for any concessions beyond this period. In Medical colleges, concessions are granted for those studying in

the 3rd year also in the same class on individual merits. In Maharashtra State, they have a scheme to help such students, who are not eligible for Government of India's Scholarships, by way of free-ships and refund of examination fees. It is good if other States also follow this example and give some concessions to these students from their own funds to avoid wastage in our Education. *The Committee recommends that at least one failure in the case of general and two failures in the case of technical and professional courses should be condoned to avoid wastage, as already recommended by the Seminar on Employment and Training held by the Planning Commission in* 1964. But it is regretted to note that the Central Government have not implemented the scheme even after four years, with the obvious reason, that it involves some additional expenditure on the part of the Government.

Employment opportunities

IV.14. The post-matric scholarships scheme does not permit a student to pursue any other studies except the one for which the Government awarded scholarship. In his report for the year 1963-64, the Commissioner for Scheduled Castes and Scheduled Tribes recommended to the Government to amend the rule to permit the Scheduled Caste students to take up vocational training such as typing, stenography, tailoring, etc. to provide them additional employment opportunities. The actual expense of such training should be borne by the Government. *The Committee recommends that the recommendation of the Commissioner should be accepted and implemented.*

IV.15. The disparity between the rates of stipends payable to crafts training and post-matric scholarships should be lessened to attract more students to craft courses. Stipends for crafts trainees should be increased.

Wastage & Stagnation

IV.16. Much has been said about the wastage involved in the education of Scheduled Castes. However, the absence of detailed reliable data relating to the extent of stagnation and wastage at the various stages of education has limited the scope of making any thorough study of the problem. The Committee requested the Ministry of Education to collect data on the number of Scheduled Caste students enrolled in various categories of educational institutions. The Ministry of Education was not in a position to furnish complete information state-wise as requested. Information received has been tabulated and a statement showing the percentage of Scheduled Caste students enrolled, corresponding to the general students, in 1963-64, in various stages of education is given below :

Sl. No.	Courses of study	Enrolment of Scheduled Caste students and General students in 1963-64 (in thousands)		
		General	Sch. Castes	Percentage
1.	Nursery Schools*	179·00	8·00	4·4*
2.	Primary Schools**	33,014.00	4,152·00	12·6
3.	Middle Schools	12,327·00	1,096·00	10·6†
4.	High Schools	6,617·00	459·48	6·94
5.	Higher Secondary Schools	3,601·00	242·00	6·7@
6.	Universities	93·00	2.36	2·5

Source : Ministry of Education. All the figures exclude Punjab.

The above statement has many drawbacks. First of all, Punjab is not included in any of the figures. In some of the figures certain other States are also omitted as indicated in the statement. Separate figures for Medicine, Engineering, Commerce, Law etc. are also not furnished. It is regretted to note that even after reminding several times the authorities were not in a position to furnish the information. However, the information is sufficient to show the huge wastage involved in the education of Scheduled Castes. At primary stage the percentage of Scheduled Caste students to general students in 1963-64 was 12.6; at Middle School stage it had come down to 10.6, at High School stage it had again reduced to 6.9 and at Higher Secondary stage

*Exclude Jammu and Kashmir, Kerala and Rajasthan.

**Includes Basic Schools.

†U.P. figures included in Higher Secondary Schools.

@U.P.'s. High School figures included.

to 6.7, but the huge reduction was from Higher Secondary to Universities, where it is only 2.5. In short, from primary stage to University stage the proportionate percentage of Scheduled Castes had come down from 12.6 to 2.5 Obviously the wastage involved is considerable.*

IV.17. It is generally believed that the wastage in the education of Scheduled Caste students, should be much less compared to other students, especially for higher studies, because every Scheduled Caste student admitted to a college is given a scholarship, while the same facility is not available for other students. However, it is a fact that the wastage in the education of Scheduled Caste children on the whole, is large than in all communities put together. The wastage becomes conspicuous at the Middle school stage, increases considerably at the Secondary stage, and much more conspicuous at the University stage, in spite of the fact that every student at the University stage is entitled for a scholarship. Recently, in Maharashtra State a survey was undertaken on the progress of education among the Backward Classes. The survey has shown that although wastage is large in the education of Backward Class students, stagnation is not much. Nearly 80% of students could not complete their education. It is stated that in the first year of the College education about 25 to 40% of students have failed. In the Intermediate examination about 70% of the students have failed and in junior year only 10%. The percentage of students failing at the degree examination is about 40 to 60. The number of students who have completed college education in the minimum required period *i.e.* 4 years is only 8%. It was also noted that 85% of students have left the colleges without taking the degree. The survey has also brought to light that though stagnation is almost the same as in general students, the wastage in Backward Classes education is nearly double the wastage among general students. Of course the survey gives an alarming picture of the problem. The position may not be the same in all States. It is a matter of great satisfaction that the Working Group constituted by the Planning Commission to report on the development of Backward Classes in the Fourth Plan has recommended that education of Scheduled Castes should continue to get high priority in their programmes of development and that measures should be initiated to minimise stagnation and wastage in their education.

IV.18. The major factor contributing to the wastage in the education of Scheduled Castes, is their low standard at all stages of education. The* Ministry of Education in cooperation with the Commissioner for Scheduled Castes and Scheduled Tribes, carried out a sample survey through the State Governments in the year 1959-60 in respect of 1% cases of successful and 5% cases of failure students at various stages of post-matric education, in order to ascertain how far students belonging to Scheduled Caste/Scheduled Tribe communities have benefited from the scheme. All State Governments had not furnished requisite information. However, information received was analysed by the Ministry of Education and the results are as follows :

Causes of failures

(i) Due to weak foundation at pre-matric education.

(ii) Due to lack of enough facilities at home.

(iii) Students do not utilise the scholarship money for the purpose for which it was granted.

(iv) Health and diet of students generally poor.

(v) Do not take active part in extra curicular activities.

(vi) Inadequacy of hostel facilities.

(vii) Due to financial difficulties, the students are not in a position to purchase costly books.

(viii) Inadequacy of good teaching staff.

Suggestions for improvement

(i) Post-matric stage can be improved if better foundation is laid at pre-matric stages.

(ii) Adequate hostel facilities.

(iii) Rates of boarding and lodging enhanced.

(iv) Good teaching staff.

*The above observation has been made based on the number of students studying in all the courses in the same year *i.e.* 1963-64. This may not be an accurate calculation as the number of children studying in primary classes in 1963-64 may not be favourably compared to the number of students studying in universities in the same year; as it would take years more for the children in primary stages to reach universities. Again, as years pass on, the number of children enrolled in primary education is more compared to previous years due to advancement of society. Naturally, therefore, the number of students in universities will be proportionately much less compared to the children in primary classes in the same year.

**Source :* Ministry of Education.

(v) Tutorial coaching system should be enhanced in hostels for students who are weak.

(vi) Instead of paying in cash students should be provided in kind, like, books equipments etc. at the beginning of the year.

(vii) Scholarship money should be paid in time.

(viii) Cosmopolitan hostel should be opened.

IV.19. The findings of the above study, are adequate to put sufficient light on the reasons for the low standard of Scheduled Caste students. These findings also throw light on the difficult social and economic circumstances, in which the students are studying. Any effort for improvement of the standard of Scheduled Caste students, should invariably carry out the suggestions made in the survey report, as these are the foundations on which the success of education, is rested.

IV.20. The Maharashtra State Government also undertook a similar study in respect of post-matric scholarships awarded in the year 1962-63. It is worth to note the findings of the study :*

(a) 9136 Scheduled Caste students were awarded scholarships in the year 1962-63. This is only 0.14% of the total Scheduled Castes population in the State.

(b) Nearly 87% of the Scheduled Caste students took arts, science and commerce subjects, while the number of students taking up technical subjects is very low.

IV.21. Special coaching for Scheduled Caste students has been suggested as a major remedy for the low standard of Scheduled Caste students compared to other students and also for wastage and stagnation in their education. When one admits the fact that there is wastage and stagnation in their education, and also that their standard is comparatively in some cases low, the immediate suggestion one can put forth is special coaching to raise the standard of students equal to the rest of the students. It has already been stated that poor standard of the students at post-matric stage is due to their poor standard they have carried forward from pre-matric stage and also due to environmental and other handicaps. It is, therefore, essential that their standard should be raised to the level of the rest of the students before their education starts in the post-matric stage or at least a simultaneous effort should be made at post-matric stage to raise their standard by special coaching. It is interesting to note that practically all the previous reports on the subject have recommended special coaching for Scheduled Caste students, to raise their standard to the level of the rest of the students. The Seminar on Employment of Scheduled Castes and Scheduled Tribes held by the Planning Commission under the Chairmanship of Dr. V.K.R.V. Rao has strongly recommended that "the Technical Institutions should also consider the starting of special tutorial classes to raise the standard of Scheduled Caste students, equal to the rest of the community. The cost of such classes should be borne by the Government." But unfortunately this valuable suggestion from such an eminent Educationist like Dr. Rao was not accepted either by the Centre or by the States. This Committee is of strong opinion that special coaching should be considered as a major solution for such problems of education of Scheduled Castes, as, low standard, wastage, stagnation, etc. The critics clamouring for applying restrictions on admission of Scheduled Castes at post-matric stage by way of fixing minimum percentage of marks to avoid probable wastage in future, should realise that the poor standard and possible wastage in post-matric stage, is a sin, which the students carry forward from their poor standard at pre-matric education, and the solution of the problem lies in raising the standard of students by special coaching and not by denying admissions to them and penalising them for a fault obviously which is not their own. *The Committee, therefore, recommends that the technical and other institutions as recommended by the Seminar held under the Planning Commission, should consider starting of special tutorial classes, to raise the standard of Scheduled Castes, students, equal to the rest of students. The expenditure of such classes should be borne by the Government.* Conveniently located and furnished Day Centres for self study and special instructions under the guidance of a specially appointed tutor should be provided.

IV.22. Observing the large scale wastage in education and also huge expenditure involved, a controversy has recently been raised whether the money is being wisely utilised by granting scholarships to *All* Scheduled Caste students, irrespective of their intellectual calibre. It is argued by the authorities that apart from the fact that so much money is wasted, these students get no where, and at the end give up their

**Source* : Report of the Survey.

studies in frustration due to frequent failures. It was, therefore, suggested that instead of giving stipends on such a large scale, a condition should be laid down that only students who secure a certain percentage of marks be eligible for scholarships at the post-matric levels. An alternative suggestion was put forward by the Department of Social Welfare in the meeting of the Central Advisory Board, Harijan Welfare, held in May, 1965, that "to divert students to technical education by making it a condition that only students who secure more than 40% marks in the examination would be given scholarships for general education and others should be given scholarships to join technical courses". It was observed that with the rapid industrialisation of the country, most of the employment opportunities would occur in the technical fields and with a view to offering greater employment opportunity to Scheduled Castes it would be more useful to divert them to technical fields instead of offering them facilities in General Education, where chances of employment are comparatively low. This Committee has examined the question and is of opinion that applying restrictions on the admission of Scheduled Castes students is not at all a wise policy or solution to reduce the amount of wastage involved in their studies. Applying restrictions on the award of scholarships would practically amount to denying admission to those students who are not able to continue their studies without financial help and would result in keeping them educationally backward for ever. On the other hand, such other wiser measures as special coaching, aptitude test to find out the interest of the students, etc., should be adopted to raise the standard of students, to avoid wastage in their education. This would be the correct approach in view of the recent recommendation of the Education Commission (Kothari Commission, that educational programmes of Scheduled Castes should be continued and expanded. *The Committee, therefore, feels that no restrictions, whatsoever should be imposed on the admission of Scheduled Caste students to educational institutions on account of their low standard and fear of probable wastage. Such measures as special coaching aptitude test to find out the interest of the students etc., should be adopted.*

Health of Students:

IV.23. The survey conducted by the Ministry of Education has revealed, as stated above, that the poor standard of the students is also due to their poor health in the absence of sufficient medical aid. *The Committee, therefore, suggested that wherever necessary, medical aid should be made available to the post-matric scholars—the expenditure being met out of the provision for Backward Classes (Health Scheme).*

Technical Education:

IV.24. No doubt education has made some progress among the Scheduled Castes after Independence. The increasing number of scholarships and the amount of money spent on them stipends and other forms of educational assitance, clearly establish the fact that a good amount of work has been done in the field of education of Scheduled Castes by the Government. The fact, that still a lot of things have to be done to achieve the goal, only reveals the true picture of education of these people before Independence and the darkness of ignorance in which they were living all these years. The work has, no doubt, gained considerable momentum after Independence, and the achievements are not disappointing. It is a matter of great satisfaction, that the Government of India have accepted the recommendations of the All India Council of Technical Education, and the Ministry of Education have subsequently issued a circular No. 33-3/62 U-V (1) dated 28th September, 1962 to all State Governments/Union Territory Administrations and Universities requesting them to allow the following concessions to Scheduled Caste/Scheduled Tribe students.

(a) 20% of seats in all technical institutions should be reserved for Scheduled Castes/Scheduled Tribes with a distinct reservation of 15% for Scheduled Castes and 5% for Scheduled Tribes. However, this reservation is interchangeable between these two communities, and if candidates are not forthcoming from both the communities, these can be utilised for general.

(b) where admissions are restricted to candidates having a minimum percentage of marks, a reduction of 5% for Scheduled Castes/Scheduled Tribes may be allowed provided that the lower percentage prescribed does not fall below the minimum required to pass the qualifying examination.

(c) If there is a maximum age limit it may be raised by 3 years for Scheduled Castes/Scheduled Tribes.

(d) A minimum qualifying standard should be prescribed for admission to any technical institutions. Scheduled Caste and

Scheduled Tribe students should be eligible for admission to the reserved seats, if they attain this minimum standard without any reference to the gap between their marks and the marks of the last person admitted to the open seats.

IV.25. So far as the institutions controlled by the various Ministries of the Government of India, most of them have accepted the recommendations of the Education Ministry though many of them have not implemented them. But the position is not the same with regard to institutions controlled by the State Governments. From the information available with the Committee, the Governments of Andhra Pradesh, Tamil Nadu, Madhya Pradesh, Orissa, Gujarat, Punjab, Haryana and Jammu & Kashmir have accepted the above recommendations, for age and marks relaxation and reservation of seats. The position of Maharashtra, Kerala and Bihar is very much disappointing. Maharashtra has reserved only 15% of the seats in technical and other institutions, while Kerala has reserved only 5% in technical institutions and 20% in general institutions. Reservations in both the States are for Scheduled Castes and Scheduled Tribes together. Bihar has reserved only 8% seats in technical institutions, and only 7-10% in other institutions. The number of seats reserved by Maharashtra, Kerala and Bihar are much lower than the percentage recommended by the Government of India and also reserved by other States. While the Committee was on tour in West Bengal, many complaints were received that reservation rules were not followed by the colleges and Scheduled Caste students are in many cases denied admission. *The Committee, therefore, recommends, that the Governments of Maharashtra, Kerala and Bihar also should immediately accept the recommendations of the Government of India and fall in line with the rest of the States and reserve minimum 20% of the seats for Scheduled Castes/ Tribes in technical and other institutions. Such relaxation as in age, marks, etc., should also be provided in other States which have not so far accepted the recommendations, should also accept the recommendations and implement them. The Committee also recommends that the age relaxation should be raised from 3 years to 5 years in the case of Scheduled Castes.*

IV.26. In spite of the acceptance of the recommendations by the various State Governments, Universities and Central Government Organisations, the fact remains that very often the Scheduled Caste students find it difficult to get admission in the *institutions of higher education* for one reason or the other. Especially, admission of Scheduled Caste students in courses of Engineering, Medicine, Teacher training, Agriculture, Polytechnic etc., is much disappointing. The problem deserves thorough investigation, and adequate measures should be adopted to counteract the situation. It has been represented that the instructions of the Government of India, are being widely disregarded even by the institutions controlled by the Ministries. In some cases Scheduled Caste students are subjected to a kind of competitive test for admission in so far as they are expected to secure marks not lower than 5% less than those obtained by the last person admitted to the general pool. Such tests would seriously prejudice the chances of Scheduled Caste candidates where the general standard is high. *The Committee, therefore, recommends complete implementation of the recommendations of the Government of India, in letter and spirit and if necessary,* separate tutorial classes should be started to raise the standard of students to enable them to come up to the level of the rest of the students. Expenses of such tutorial coaching should be borne by the State Governments concerned. The Committee also recommends that Scheduled Caste students getting admission on merit basis should not be shown against reserved quota.

Adoption of non-Scheduled Caste students as Scheduled Castes for the purpose of admission in Medical and Engineering Colleges.

IV.27. While the Committee was on tour in Rajasthan, Several complaints were received that in the State a mal-practice known as 'adoption' was widely prevalent. According to this practice non-Scheduled Caste students are adopted by Scheduled Caste persons and a certificate to this effect is obtained from the magistrates and they are admitted in Engineering and Medical colleges against the seats reserved for Scheduled Castes. Thus, poor Scheduled Caste students are deprived of their right of admission in technical colleges. In the year 1968-69 out of 28 seats reserved for Scheduled Castes in Medical colleges, 16 have been allotted to non-Scheduled Castes on adoption certificates. It is reported that this practice was prevalent in Uttar Pradesh and Punjab also. The Committee feels that the State Government and University authorities should immediately look into the matter to ensure that no seats is allotted to non-Scheduled Castes on adoption basis from the quota reserved for Scheduled Caste students. Magistrates also should be instructed not to

issue certificates to non-Scheduled Castes to this effect.

Admission in Medical & Engineering Colleges.

IV.28. The Committee issued a short questionnaire to the Universities to find out the *total number of seats in technical* colleges; out of them how many seats are reserved for Scheduled Castes; how many Scheduled Caste students are actually taken against these reserved seats and whether any relaxation is given in admission rules *in the year* 1966-67. Some of the Colleges have furnished the information and this has been tabulated and enclosed at Annexure IV and V. The data collected is an eye opener and reveals the surprising fact how the Government of India have failed in gaining the desired result by reserving seats for Scheduled Castes, even in Government colleges. As an example in Lady Hardinge Medical College, New Delhi, 20 seats are reserved for Scheduled Castes, 2 applications received and 2 students were taken in the year. In the same year, in the Medical College, Rohtak 25 seats were reserved but only 2 applications were received and 2 were taken; in the Medical College Amritsar 30 seats were reserved, 4 applications received and 3 were taken, in H. P. Medical College, Simla 10 seats were reserved one application *received but nobody* was taken, in S. N. Medical College, Agra, out of 128 seats only 4 seats were offered to Scheduled Castes, in King George's Medical College, Lucknow only 3% seats were reserved for Scheduled Castes, out of 189 *seats; in Maulana Azad Medical College,* New Delhi out of 125 seats only 5 seats were reserved for Scheduled Castes, while in College of Medical Sciences, Varanasi no reservation was made for Scheduled Castes. The most surprising thing is that in many medical colleges no reservation is made while in others the reservation made is so negligible as 3%. Same is the case of Engineering Colleges also. In the year 1966-67 in Guru Nanak Engineering College, Ludhiana, 71 seats were reserved 23 applications received but only 18 were taken. In Delhi College of Engineering 38 seats were reserved 45 applications received but only 27 were taken; in Engineering College B.H.U., and Bengal Engineering College, Howrah, there are 50 and 720 seats respectively but no reservation has been made for Scheduled Castes in both the colleges, in the college of Engineering and Technology, Aligarh out of 120 seats no reservation is made for Scheduled Castes, in S. G. Seksaria Technological Institute, Indore, 36 seats reserved, 14 applications received only 4 Scheduled Castes candidates have been admitted. In many of the Engineering Colleges no reservation has been made. Thus, it may be seen that in fact there is no Engineering or Medical College, which carry out the instructions from the Central Government in letter and spirit. In many of them the reservations made for Scheduled Castes is much below the prescribed percentage, and the actual number of candidates taken is much below even the reservations made. In the 20 Medical Colleges, from whom replies were received only 65 Scheduled Caste students were admitted, though the total number of seats in them were more than 1891. Same is the case with Engineering Colleges also. In the 22 Engineering Colleges, from whom replies were received only 226 Scheduled Caste *students were admitted though the total* number of seats in these 22 colleges were 4734, while they are entitled for 710 seats according to the reservation rule. This is quite surprising and also clearly shows that the implementing authorities not only private *but also the Government institutions* are not at all carrying out the instructions from the Government in the matter of reservation and admission of Scheduled Caste students. Further details of the results of the study undertaken may be seen from the statement at Annexure VI. What is required in the circumstances is that the colleges should be persuaded and the admissions should be watched in the matter of reservations for Scheduled Castes. Issuance of instructions will not lead anywhere. *The Committee recommends that the Director of Harijan Welfare in States should be empowered by the respective State Governments to watch the number of seats reserved by the institutions and how it was implemented by them. And if the Director finds any irregularity he should take up the matter with Secretary, Deptt.* of *Education.* The Committee also recommends that if reserved number of students are not forthcoming from one State these seats should be allotted to *Scheduled Caste Students from other States* willing to come there. In such cases capitation fee, if required, should be paid by the Government. The Committee received many complaints while on tour in the States that Scheduled Caste students were not given *subjects of their choice* while admitting in Engineering Course. Many of them were denied admission in mechanical lines, and admission was offered only in civil lines,

Separate Colleges/Schools with attached Hostels for poor students :

IV.29. From the above paras, it is clear that in spite of strict instructions from the Central Education Ministry in the matter of reservation of seats for Scheduled Castes in educational institutions, most of the institutions have not carried out the instructions in letter and spirit, though in principle they have accepted to do so. In some States like Kerala, Bihar and Maharashtra, even the percentage of seats reserved is much below the percentage prescribed by the Education Ministry. In the circumstance we have to think of some other ways to safeguard the interests of Scheduled Castes and other poor students of all communities. The Committee feels that as an experimental measure a few Colleges/Schools zone-wise may be started by the Central Education Ministry, just like the Central Schools organised by that Ministry for the benefit of the children of transferred Government officials. As per information available with the Committee these schools are located in practically all the States and the entire expenditure is met by the Education Ministry. In the Zonal institutions proposed admission may be given to 60% Scheduled Castes/Scheduled Tribes, 20% to other Backward Class students and 20% to poor students belonging to other communities. If the scheme is found to be successful and encouraging, this may be extended to more States. Hostels should invariably be attached to these institutions and admission in hostels should be according to their percentage of admission in the institutions, and all facilities given to Backward Class students should be given to other poor children also.

Malpractices in the award of scholarships

IV.30. Certain malpractices have been brought to the notice of the Committee, in the award of post-matric scholarships, especially for technical education like engineering and medicine. Candidates who do not belong to Scheduled Caste communities, some how manage to obtain certificates to the effect that they belong to Scheduled Caste communities and get admission in medical and engineering colleges. As these students get higher percentage of marks compared to the Scheduled Castes, they get easily admitted in the colleges against the quota reserved for Scheduled Castes on production of such a certificate. Many such cases, it is understood are pending in the Commissioner's office. As this kind of malpractice deprives the genuine Scheduled Caste students of their opportunity in getting admission, as their quota is being utilised by other non-Scheduled Castes, the matter deserves immediate attention of the Government. It should be ensured that the Principals of the colleges should invariably verify the certificates and only after complete satisfaction they should accept the certificates. It should also be ensured that severe penalities are meted out to candidates, who indulge in such malpractices; mere dismissal from the institution would not suffice.

Liaison Officer

IV.31. The Commissioner for Scheduled Castes and Scheduled Tribes and the Seminar or Employment and Training of Scheduled Castes and Scheduled Tribes held under the Planning Commission, have suggested that in each State, the Department of Harijan Welfare should have a section whose sole business would be to keep in touch with the problems facing Harijan and Adivasi students, whether in schools or colleges, and do their best to solve their problems. It is not enough to give scholarships or relax rules of admission. The problems of Scheduled Caste Students such as environmental and other handicaps, which result in so many failures and third divisions on the part of these students, should be thoroughly investigated by such a section, and adequate measures should be taken to counteract the situation. It is gratifying to note that the Ministry of Education have issued a circular in March, 1966 to all State Governments/Union Territory Administrations emphasising the need for appointing a liaison officer, who should be entrusted with the responsibility of ensuring that the reservation in educational institutions are actually granted to Scheduled Caste/Scheduled Tribe students, and he should also make suitable suggestions for filling in reserved seats, so that the policy laid down by the Education Ministry in this behalf is fully carried out or not. *The Committee suggests that the State Govts./U.T. Admns. should implement the recommendation of the Education Ministry and Liaison Officer should be appointed to ensure that the facilities granted to Sch. Caste/Sch. Tribe students are fully utilised.*

General Education Versus Technical Education

IV.32. An important feature of education of Scheduled Castes is that they generally prefer general education in Arts, Science etc., to technical education such as Engineering, Medicine, Agriculture etc. In the absence of reliable data the Committee at present is not

in a position to make any definite conclusion on the magnitude of this problem. However, the information available with the Committee at present clearly establishes the fact that majority of Scheduled Caste students still prefer general or academic education for technical or vocational education. The table below shows the percentage of Scheduled Caste students to the general students, in various vocational courses in the States:

Name of the State	Teacher Training	Medicine	Engineering	Agr.	Commerce	Law	Music, Dance	Others
1	2	3	4	5	6	7	8	9
1. Andhra Pradesh	8·7	4·0	7·1	1·9	8·5	1·3	1·5	9·0
2. Assam	8·5	4·0	5·6	..	15·8	27·0	4·7	8·3
3. Bihar	4·5	0·7	2·7	3·2	2·7	2·0	1·9	8·8
4. Gujarat	5·2	0·8	2·7	0·9	2·6	3·3	2·4	13·8
5. Kerala	10·7	16·6	9·1	17·2	1·2	20·1	4·1	12·9
6. Madhya Pradesh	5·5	1·3	3·5	0·2	2·8	0·1	..	8·9
7. Tamil Nadu	10·2	6·3	5·3	4·0	3·6	2·9	..	28·9
8. Maharashtra	8·2	2·4	4·3	4·7	4·4	4·4	1·2	10·9
9. Mysore	3·4	3·7	3·3	1·6	2·8	2·6	..	6·2
10. Rajasthan	2·0	2·5	0·8	0·6	1·2	..	0·2	17·9
11. Punjab	3·2	2·1	0·7	6·2	..	1·3	3·1	0·1
12. Uttar Pradesh	8·7	1·7	2·8	4·0	..	3·5	1·7	26·3
13. West Bengal	4·3	3·0	1·9	2·8	2·9	6·7	1·8	42·2

Of course, education as a whole the percentage of Scheduled Caste students to total enrolment is much lower than the percentage of their population to total population, except in Assam, Kerala and Maharashtra. *Vocational courses are more popular than* those of general education in five States out of sixteen—Assam, Gujarat, Kerala, Maharashtra and West Bengal.

IV.33. *In view of the fact that a majority of Scheduled Caste students are yet preferring for general education, the Committee emphasises the need for dissemination of training Centres for all-India competitive examinations should be started by other State Governments also in their States.*

Supplementary Scholarship Scheme

IV.34. Some of the State Governments like, Tamil Nadu, Kerala, Rajasthan and Mysore have their own supplementary scholarship schemes for post-matric studies for Scheduled Castes, Scheduled Tribes and other Backward Classes. The student, however, is entitled only for one scholarship either of the Centre or State Government. When the value of the Government of India scholarship is less than the value of State Scholarships the difference is supplemented from the funds as supplemental scholarships. The Government of India scholarships consist of maintenance charges and other fees. The State Government scholarship consists of boarding and lodging charges, book money, special fees and examination fees. Under State Government scholarship scheme, book money is prescribed separately for all courses. The value of Government of India scholarships in respect of many *courses is much less than the scholarships* in these States. Therefore, the students studying in these courses *alone* are given the difference in value between the State Scholarship and the Government of India scholarship. The Kerala Government have furnished details of the monetary help given to Scheduled Caste students in addition to Central scholarship. In the years 1965-66 and 1966-67, 1253 and 2721 students respectively staying in general hostels were benefited by this scheme. The amounts spent on them in these years were Rs. 4,63,610 and Rs. 14,42,130, respectively. The rates of payment per student in these years were Rs. 370 and Rs. 530 p.a. During the same years 2702 and 1196 Scheduled Caste day scholars respectively were given monetary help. They were given scholarship at the rate of Rs. 150 p.a. The Committee feels that this is a very suitable arrangement to supplement the Central scholarship to meet the additional expenses of students for boarding and lodging, special fees etc. *The Committee, therefore, recommends that such supplementary scholarship scheme for post-matric studies should be evolved by other State Governments also, as in the case of Tamil Nadu, Kerala and Mysore to supplement the grant from the Centre to enable to raise the rates of scholarships.*

Assessment/Evaluation of progress

IV.35. Some State Governments like Maharashtra and Gujarat have conducted sample surveys among Scheduled Caste/Tribe students in their States, on various aspects of post-matric education and scholarship scheme. The Survey covered, among other aspects the number of scholarships awarded in relation to the total population of Scheduled Castes/Tribes, assessment on the progress achieved in the post-matric education of these communities etc. *The Committee, therefore, suggests that periodical survey should be undertaken by all State Governments to enable them to make an assessment of the achievements, and also to bring out the drawbacks, if any, in the working of our education schemes.*

CHAPTER V

1. OVERSEAS SCHOLARSHIPS

The Ministry of Education initiated the overseas scholarships scheme for the Scheduled Castes, Scheduled Tribes and other Backward Classes in the year 1954-55 with a total number of six scholarships (2 for Scheduled Castes, 2 for Scheduled Tribes and 2 for other Backward Classes). In the year 1955-56, the number of scholarships was raised to 12 (4 for Scheduled Castes, 4 for Scheduled Tribes and 4 for other Backward Classes). During the year 1959-60, these scholarships could not be awarded due to some delayed decision on procedural matters. In order to make good the unutilised scholarships, two additional scholarships, one to the Scheduled Castes and the other to the Scheduled Tribes were awarded during the years 1960-61 to 1964-65. Again from 1963-64 the quota for other Backward Classes was abolished and substituted by one Scholarship for Denotified, Nomadic and Semi-Nomadic Tribes and 3 for Lower Income Group, in accordance with a Cabinet decision that backwardness should not be determined on the basis of caste but on economic criterion. In November, 1965 the Union Government approved the further continuance of the overseas scholarship scheme from 1965-66 to 1969-70 at the rate of 4 scholarships for Scheduled Castes, 4 to Scheduled Tribes, 1 to Denotified, Nomadic, Semi-Nomadic Tribes and 3 to Lower Income Group students. These scholarships are awarded for post-graduate and research studies abroad in the subjects for which facilities are not available in India.

V.2. A few Scheduled Caste students got facilities to go to the United Kingdom for higher studies even before Independence. The British Government initiated a scheme to render opportunities to a few students belong to Backward Class Communities, to go to Britain for higher studies. This Scheme was generally known as "Bibin Scheme" and had benefited in the overseas education of some students belong to Backward Classes.

V.3. The table below shows the position regarding award of Government of India overseas scholarships to Scheduled Castes since the inception of the scheme; in 1954-55 as furnished by the Ministry of Education, Government of India:

Year	No. of overseas scholarships provided for the Scheduled Castes	No. of applications received from the Scheduled Castes	No. of eligible Sch. Castes candidates who were called for interview	No. of Sch. Castes who were awarded scholarships
1	2	3	4	5
1954-55	2	Not available	Not Available	2
1955-56	4	Do.	Do.	3
1956-57	4	40	13	4
1957-58	4	81	15	4
1958-59	4	115	13	4
1959-60	No scholarship was awarded			
1960-61	5	83	30	5
1961-62	5	57	13	5
1962-63	5	72	27	5
1963-64	5	76	26	6
1964-65	5	55	17	6
1965-66	4	78	20	4
	47	*666	*174	48

*This does not include the information for the years 1954-55 and 1955-56 for which break up of the figures is not available.

The above statement reveals that against 666 applicants only 48 candidates were awarded scholarships during the years 1955-56 to 1965-66.

V.4. From the above statement one thing is clear. More qualified Scheduled Caste candidates for coming up for higher studies abroad. The fact that out of 666 applicants 174 were called for interview means that they possessed the prescribed minimum qualifications and experience and were eligible for study abroad. However, the Government of India could give scholarships only to 48 of them as the number of scholarships was restricted. The Committee regrets that though more and more qualified candidates are coming up for studies abroad, the number of scholarships are not increased proportionately. *The Committee, therefore, recommends that the number of overseas scholarships for Scheduled Caste students should be increased from 4 to at least* 15 and thereafter every year there should be an increase of one scholarship for them.

V.5. In addition a large number of Merit scholarships are awarded every year for higher studies abroad. The Ministry of Education (External Scholarships Division) received offers of scholarships from various foreign Governments/Organisations. They are advertised in the press and the selection for award of scholarships is made on merit by the Selection Committee constituted for the purpose. In case two candidates have the same merit, preference is given to the candidate belonging to Scheduled Castes community. The position regarding the number of Indian nationals (including Sch. Castes) who were awarded scholarships during the last 3 years is given below :

Year	Number of awards made	No. of awards to Scheduled Castes	
1964-65 . .	321	%2	% During the 3rd Five Yr. Plan period.
1965-66 . .	359		
1966-67	397	1	
	1,077	3	

V.6. In addition, under the scheme, 'Award of Tourist/II Class Sea Passage to Scheduled Caste students receiving merit scholarships', the Government of India meet the travelling expenses on journeys undertaken to prosecute further studies abroad by Sch. Caste students receiving merit scholarships either from the foreign Governments or from the Govt. of India. The table below shows the position regarding Tourists/II Class Sea Passage allowed to Scheduled Caste students for studies abroad; since the inception of the Scheme in the year 1953-54 :

Year	No. of applications received for award of tourist/II Class Sea Passage	No. of persons granted tourist/ II Class Sea Passage	Total expenditure incurred for award of Tourist/II Class Sea Passage
1	2	3	4
1953-54	1	1	Separate figures not available
1954-55	Nil	Nil	Do.
1955-56	1	1	Do.
1956-57	1	Nil	Do.
1957-58	Nil	Nil	Do.
1958-59	Nil	Nil	Do.
1959-60	Nil	Nil	Do.
1960-61	Nil	Nil	Do.
1961-62	1	Nil	Do.
1962-63	1	1	Do.
1963-64	Nil	Nil	Do.
1964-65	Nil	Nil	Do
1965-66	3	2	Do.
TOTAL	8	5	

V.7. It may be seen from the statement that only 8 candidates applied, out of whom only 5 received the passage grant since 1953-54 to 1965-66. The reasons for rejection of 3 applications are not available. *The Committee feels that since the number of candidates coming up for passage scholarships are very few, it should be ensured that scholarships should be provided to all the Scheduled Caste candidates.*

V.8. The Committee called for information from various Central Government Ministries and State Governments on the number of officials sent abroad for technical training and out of them how many were Scheduled Castes. All the Central Government Ministries furnished the required information. However, only five State Governments have replied. The statement below shows the information furnished by the various Central Government Ministries and State Governments :

Statement showing the Number of Officials sent Abroad for Training and Scheduled Castes out of them during 1966-68 (Central Govt. Organisations)

Sl. No.	Name of the organisations	Total No. of officials sent abroad	Scheduled Castes out of them
1	2	3	4
1.	Department of Transport	111	1
2.	Department of Rehabilitation	Nil	Nil
3.	Department of Company Affairs	1	Nil
4.	Ministry of Education	24	2
5.	Department of Food	19	Nil
6.	*Department of Iron and Steel*	3	Nil
	(a) Hindustan Steel Ltd., Ranchi	262	8
	(b) Bokaro Steel Ltd.	Nil	Nil
	(c) Hindustan Steel Works	Nil	Nil
7.	Department of Economic Affairs	11	Nil
8.	Ministry of Information and Broadcasting	68	1
9.	Department of Revenue & Insurance	20	Nil
10.	Department of Agriculture	600*	7
11.	Department of Supply	Nil	Nil
12.	Department of Health	83†	N.A.
13.	Department of Metals and Mines	57	1
14.	Department of Expenditure	5	Nil
15.	Legislative Department (Ministry of Law)	7	Nil
16.	*Department of Legal Affairs (Ministry of Law)*	1	Nil
17.	Ministry of Home Affairs	13	Nil
18.	Ministry of Irrigation and Power	173	4
19.	Ministry of External Affairs	5	Nil
20.	Department of Industrial Dev.	88	1
21.	Ministry of Petroleum and Chemicals	3	Nil
22.	Ministry of Labour and Employment	161	1
23.	Ministry of Commerce	23	Nil
	Central Government Undertakings		
1.	Bharat Heavy Plate & Vessels Ltd.	Nil	Nil
2.	Heavy Electricals (India) Ltd.	55	2
3.	Bharat Heavy Electricals, Hardwar	Nil	Nil
4.	*National Newsprint and Paper Mills Ltd.*	20	Nil
5.	Bharat Heavy Electricals, Hyderabad	Nil	Nil
6.	National Industrial Development Corporation	N.A.	Nil
7.	Tungabhadra Steel Products Ltd.	Nil	Nil
8.	The National Instruments Ltd., Calcutta	Nil	Nil
9.	National Small Industries Corpn.	35	Nil
10.	Triveni Structurals Ltd., Allahabad	Nil	Nil

*1951—1967.
†1967.

1	2	3	4
11.	Hindustan Photo Films Mfg. Col., Ootacumand	Nil	Nil
12.	Bharat Heavy Electricals, Ramachandrapuram	248	4
13.	Mining and Allied Machinery Corpn. West Bengal	1	Nil
14.	N.G.E.F. Bangalore	Nil	Nil
15.	Bharat Heavy Electricals, Ranipur	Nil	Nil
16.	Bharat Heavy Electricals Ltd., Tiruchirappally	158*	Nil
17.	Instrumentation Ltd., Kota	Nil	Nil
18.	Singareni Collieries Co. Ltd., A.P.	9	Nil
19.	Machine Tool Corporation, Ajmer	Nil	Nil
20.	Geological Survey of India, Calcutta	20	1
		2284	33

*Since 1963.

Statement showing the number of officials sent abroad for training and Scheduled Castes out of them from States, during 1966-68

S. No.	Name of the State	Total Number of officials seat abroad	Scheduled Castes out of them
1	2	3	4
1.	Kerala	225	Nil
2.	Haryana	Nil	Nil
3.	Mysore	599	14
4.	Gujarat	74	Nil
5.	Maharashtra	434	6
		1332	20

V.9. The Statement is self-explanatory. Out of 2284 officials sent abroad for technical training by various Central Government Ministries and their autonomous bodies only 33 were Scheduled Castes. Out of 1,332 officials sent abroad by the State Government only 20 belonged to Scheduled Castes. It is quite clear how the Scheduled Caste officials are neglected by the Central and State Governments in this matter. The Committee feels that justice has not been done to Scheduled Castes in the matter of selection of officials for training abroad. *The Committee, therefore, recommends that hereafter, that preference should be given to Scheduled Caste Officials in selection to reach minimum 15% of the quota.*

V.10. The available information with the Committee shows that most of the State Governments do not have any such scholarship scheme. The Government of Maharashtra used to sanction special scholarships to Scheduled Castes for higher studies and training in various industries, technical and science subjects. In all 12 Scheduled Castes students took advantage of Overseas Scholarships Scheme. This scheme is, however, held in abeyance since 1961-62 and an expenditure of Rs. 8,253 was incurred during the year 1964-65 on the four students who are still pursuing their studies abroad. *The Committee suggests that the State Governments should introduce Overseas Scholarship Scheme in their State to benefit Scheduled Castes students who possess good academic qualifications.*

2. SAINIK SCHOOLS

V-11. The National Defence Academy, established by the Government of India, Ministry of Defence, provides opportunity to young talents of the country to equip with the latest technique and knowledge of defence sciences for entry into the commissioned rank of the country's armed forces. Candidates for admission to the Academy are selected every year through a competitive examination held by the Union Public Service Commission. It was with a view to prepare young talented boys for admission into the National Defence Academy that Sainik Schools were started through-out the country by the Sainik School Society, an organisation functioning under the control and guidance of the Government of India, Ministry of Defence. At

present, Sainik Schools of this type are functioning in almost all the States. Initially, no concessions were provided to the Scheduled Castes and the Scheduled Tribes in the matter of admission in Sainik Schools. At the instance of the Commissioner for Scheduled Castes and Scheduled Tribes, the Ministry of Defence, made the following suggestions to all the State Governments :—

(i) That while there should be no reservation of seats for the Scheduled Caste and the Scheduled Tribe candidates, for the next five years, every candidate belonging to these communities, who is within the age limit and secures the minimum number of marks prescribed at the qualifying examination, should be admitted to the Sainik Schools, even though such admission might ordinarily not have been secured by him if candidates are admitted strictly in order of merit.

(ii) that there should be no objection to the State Governments granting scholarships to the Scheduled Caste and Scheduled Tribe boys to meet the full cost of education of such boys, who may qualify for admission to a Sainik School, outside the general scholarship scheme framed by them. For this purpose the State Governments were also requested to consider the institution of scholarship schemes exclusively for the benefit of those boys who may qualify in the entrance examination but may not qualify for merit scholarship under their general scholarships scheme based on "means-*cum*-merit test".

V.12. In so far as information available with the Committee, 8984 total students have been admitted in all the Sainik Schools, throughout the country, since their inception, and out of them 333 were Scheduled Caste/Scheduled Tribe boys, upto 1968.

V.13. No reservation of seats has been made for admission of Scheduled Caste candidates in the Sainik Schools in any of the States. However, as per instructions from the Ministry of Defence quoted above, the Scheduled Caste candidates who secure the minimum percentage of marks prescribed in the qualifying examination are admitted in the Sainik Schools, even though such admissions might ordinarily not have been secured by them if admitted strictly on merit basis. Even this order from Defence Ministry is not followed by any of the Sainik Schools.

V.14. Scholarships granted to Scheduled Caste students admitted in Sainik Schools vary from State to State in the absence of any direct scholarship from the Central Government. A statewise review of the Scholarship granted is therefore essential to get an idea of the facilities offered by the State Government.

V.15. In *Andhra Pradesh*, no special consideration is given to Scheduled Caste students so far as award of scholarships is concerned. All children admitted in the school are offered scholarships based on the monthly income of their parents. The Government of *Assam* have decided to award scholarships on merit-*cum*-meanstest. The *Bihar* State Government has intimated that, so far, only one Scheduled Caste student had been admitted in the Sainik and was in receipt of an annual scholarship of Rs. 1,700. The Government of *Gujarat* have decided to grant an amount of Rs. 500 per annum per student belonging to the Scheduled Castes in the first year of his admission in the Sainik School and Rs. 200 per annum during the subsequent years. This grant is payable to those students of the Scheduled Castes whose parents annual income does not exceed Rs. 300 per month. In *Maharashtra* the State Government have constituted two full free-ship amounting to Rs. 2,200 per annum to such Scheduled Caste students who qualify in the Entrance Examination from the year 1964-65. Besides, the Government have undertaken to meet all the expenses of the students admitted in the Schools. In Tamil Nadu, the Sch. Castes are given preferential treatment in admission irrespective of their ranks in the merit list, provided they qualify in the Entrance Examination. All the Scheduled Caste boys admitted in the Amaravathinagar. Sainik School, so far, have been awarded full free allowance if the monthly income of their parents is less than Rs. 300 p.m.

V.16. In *Madhya Pradesh*, the Scheduled Caste students who get admission in the Sainik School, Rewa, and do not get normal scholarships are provided scholarships by the Tribal Welfare Department of Madhya Pradesh Government. In *Orissa*, the Sainik School authorities have intimated that all Scheduled Caste candidates were awarded stipends from the very first year they were admitted to the School. In the first year of their admission, they get Rs. 2,450 each and Rs. 2,150 in the subsequent years. Out of 400

total students forty-three were scheduled castes, the highest number of all the Sainik School in India, in the Sainik School, Bhubaneswar, during the year 1965-66. In *Punjab*, 76% of the seats are reserved for boys belonging to the State of Punjab and a number of seats are reserved for the children of the Defence services personnel and Ex-service personnel. There is no reservation of seats for admission of Scheduled Caste candidates in Sainik School. They are, however, admitted to the Sainik School Kapurthala irrespective of their ranking in the merit list provided they qualify in the Entrance Examination. Scholarships are available in the School and are awarded on the basis of means-*cum*-merit test. In the newly constituted *Haryana State*, the pattern adopted is the same as in Punjab. In *Uttar Pradesh*, no Scheduled Caste boy has been admitted in the school since its opening in March, 1963. In *West Bengal*, scholarships are awarded to all Scheduled Caste students provided they secure 50% marks in the Entrance Examination and their parents income per month is below Rs. 1,000 p.m.

V.17. The above paras give an idea of the scholarship offered by the various State Governments to the Scheduled caste candidates admitted in the Sainik Schools. The principle followed in the matter of admission is the same in all the States, *i.e.*, all Scheduled Caste students who secure the minimum number of marks in the entrance examination are admitted in the Sainik Schools irrespective of their position in the merit list. No reservation of seat has been made for them in any of the schools. But same is not the case for others. In Punjab and Haryana 67% of the seats are reserved for the residents of these States and a number of seats are reserved for the children of Defence Services personnel and Ex-Service Men. If reservations can be made for others why not for Scheduled Caste students? None has been admitted during the last three years in the Sainik Schools in U.P. (Bhawali) Rajasthan (Chitorgarh), Punjab (Kapurthala) and Kerala, while only one student each had been admitted in Andhra Pradesh, and West Bengal, the number of Scheduled Caste students admitted in other Sainik Schools are also negligible. This may not be due to that these students have not secured the minimum required marks in the entrance examination. Whatever it is, this problem can be solved only if a certain percentage of seats is reserved for Scheduled Caste students. If seats can be reserved for the children of ex-service men and service personnel, seats can also be reserved for Scheduled Castes. *The Committee, therefore, recommends that 15% seats in each Sainik School should be reserved for Scheduled Castes.*

V.18. Another important measure we can adopt is to raise the standard of Scheduled Caste candidates equal to the rest of the candidates before they appear in the entrance examination to enable them secure higher marks in the entrance examination. For this purpose some special coaching may be given to Scheduled Caste children before their appearance in the examination. The State Governments can easily arrange this special coaching in the Sainik Schools to all the poor children including Scheduled Castes with certain percentage of reservation for scheduled Castes in their States. *The Committee, therefore, recommends that the State Government should take immediate steps to arrange special coaching facilities to Scheduled Caste candidates in their States.*

V.19. At present, there is no direct scholarship from the Central Government to the Scheduled Caste students admitted in Sainik Schools. The State Government have evolved their own schemes to help the admitted students. This varies from State to State. In some States the income limit of parents prescribed is very low, while in others the amount of scholarship is not sufficient to cover all the expenses of the students. *The Committee, therefore, recommends that the income limit of parents should be fixed at least at Rs.* 1000 *per month for grant of scholarship and the State Governments or Central Government should also ensure that the amount of scholarship is sufficient to cover all the expenses of the students including a small amount for pocket-money.*

3. THE SYSTEM OF PUBLIC SCHOOLS

V.20. The system of public school education that is prevalent in our country today is a matter of special concern to the Scheduled Castes and Tribes. It is an established part that the 'public schools' exert a socially divisive effect or influence. If any scheme of producing a social mix for national integration is in work in this country, the ethos of the Public Schools will have to change the history of the origin of these schools in India amply demonstrates that they are an institution for the privileged classes. They actually grew out of Lord Curzon's scheme of an Imperial Cadet Corps which was to be recruited mainly from the scions of the

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nobility and the princely families. Uptil today the public schools serve as the most important opening into the field of military service. The Defence Ministry has been maintaining its typical public schools for a long time. The recently set-up sainik schools as well as the Rashtriya Indian Military College form part of this system. Even the new Central Schools are run on the same pattern and more or less with the same objective. Thus we have public schools in the private sector as well as in the public sector. Their essential feature is, however, an exclusive system of education vitally linked up with the question of recruitment to the Armed Forces of the Country.

V.21. Though our public schools were originally patterned on the British public school system, their evolution on the British lines was "impossible in India", in the words of even Lord Curzon. That is why Gandhiji was convinced that "English public school is no pattern for India". But in spite of this background, the system has taken a firm footing in our present educational system.

V.22. Recently, a number of prominent Indian public leaders have vehemently criticised this system of public schools. They have been aptly described as "class schools" and not "public schools". The former Education Minister, Mr. Chagla, showed his sensitiveness to the public the criticism in this regard when he stated that public schools should not be "pockets of privileges" but should rather be "pockets of high excellence." But Government really want their existence not for "producings snobs" but for those gifted children who could benefit by these irrespective of their social and economic status, then that education must be made free or fully financed by the Government. There is no valid ground to expect the present system of public schools to do that job. Their whole background is differently oriented. The wishful thinking of transforming them into a pattern diametrically different in intentions can never materialise. The Education Commission (1964-66) has correctly arrived at the conclusion that though we have clung so long to a system of public schools transplanted in India by the British administrators, such a system has no valid place in the new democratic and socialistic society we desire to create. It is highly regrettable that in spite of such clear-cut views of the Education Commission as well as the unequivocal advocacy by the Mahatma Gandhi for the abolition of public schools, the Government Resolution on National Policy on Education does not contemplate any steps even for gradual abolition of the existing system of 'special schools' like public schools. A wrong sense of 'meritocracy' has obviously be-clouded the Government thinking on this basic issue.

V.23. The unsuccessful attempt of making the public school education available to the Scheduled Caste and Tribe children is a clear evidence of the truth of the above contention. As early as in 1953, the Government of India instituted a scheme of merit scholarships in public schools with the provision of $17\frac{1}{2}\%$ reservation for the backward class students. With a view to give effect to this provision, the Commissioner of Scheduled Castes and Tribes took up the question with the Government with his specific recommendations. He repeatedly pointed out that in order to enable the Scheduled Caste and Scheduled Tribe students to compete on equal basis for the various competitive examinations, particularly for the Army, Navy, Air Force, etc., it was necessary that meritorious young men from these communities were given adequate facilities to educate themselves in public schools. The Central Government accordingly made some proposals in this regard, but most of the State Governments were not in favour of any such scheme. They are opposed to the grant of public school scholarships to the students of backward classes. One of the arguments of the state Governments as well as of the Central Government Departments is that the education in public schools being expensive, there is no necessity for the Scheduled Castes and Tribes to get admission in these schools. The Defence Ministry's decision, in consultation with the Ministry of Education, that seats need not be reserved in the expensive institutions like the King George's Schools for the backward class students is of special significance. On the Commissioner's suggestion the same Ministry decided in 1963 to give some special consideration to such students who secure qualifying marks, without strictly following their positions in the merit list, for admission in the Sainik Schools. But here too their approach is actually negative in the sense that the Union Ministry would have *no objection* if the State Governments grant scholarship to meet the full cost of education to selected scheduled caste and tribe children, outside the general scholarship scheme.

V.24. All these are very significant in view of the fact that in the Armed Forces of the country there is no reservation for these

backward communities in spite of the constitutional provision in that regard. And the public schools have a special orientation for entry into the military service.

V.25. In spite of his repeated attemps to do something in the matter, the Commissioner reported in 1959-60 as follows: "In practically no States there is reservation for the Scheduled Castes and Scheduled Tribes for the award of these (merit) scholarships. There is no reservation by any of the public schools for these communities". These schools have been consistently silent on the question of giving preference to the students belonging to these communities in admission, although theoretically they have no objection to accept such boys. In spite of this position, the Education Ministry has advised the private public schools to reserve a certain percentage of seats for students coming from proper sections of the community and also to give scholarships to them. The hollowness of such advice is reflected in the fact that in the Government's own system of public schools, *e.g.,* the Sainik Schools, the Central Schools, etc., there is still no provision for reservation for Scheduled Castes and Scheduled Tribes Students.

V.26. In the light of the above facts, the Committee recommends as follows:—

(i) The Government should take a clear-cut policy decision without further delay for the abolition of the existing system of public schools, if necessary, even through a phased programme. There is no valid justification for fostering special schools, when it has been decided to establish a common school system.

(ii) Till the public schools are actually abolished whether in the private sector or in the public sector, there should be a clear-cut provision for reserving at least 20% of the seats in each of such schools for the Scheduled Caste and Scheduled Tribe students.

4. ASHRAM SCHOOLS/RESIDENTIAL SCHOOLS

V.27. To wean away the children from the unhealthy atmosphere and to provide them all opportunities and facilities for their healthy growth and development the State Government of Bihar, Orissa, Mysore, Andhra, Maharashtra, Gujarat and Tamil Nadu have established Ashram Schools/Residential Schools for the Scheduled Caste children. In *Bihar*, the total number of residential schools for Scheduled Castes and Scheduled Tribes is 30 upto 1965-66 but these schools are only upto 7th or 8th standard These schools are specially meant for the boys belonging to Dom, Musahar and Mehtar Communities who among the Scheduled Castes are considered to be most backward. Among the 2,600 boys reading in these schools, nearly 1270 belong to Dom, Musahar and Mehtar Communities. Besides, there were about 1,100 other Scheduled Caste boys and 250 Tribal boys receiving education in these schools. The Committee on its tour observed that in the hostels attached to Higher Secondary schools the inmates are required to bring their provisions from home and the money is reimbursed only at the end of the year. As a result only the children who are able to afford the expenditure at the initial stages are benefited by the Scheme. In *Orissa,* there is only one Ashram school exclusively meant for the students belonging to the Scheduled Castes. This is not in the Plan scheme and the expenditure is met from the non-plan budget. The *Mysore* Government have not furnished the information about the number of Ashram schools functioning in the State and also the working of these schools. In *Tamil Nadu,* there are 53 residential schools out of which 4 are of middle standard and the remaining of Primary standard 51 schools are run by the State Government and the remaining 2 by non-official organisations. There are 90 teachers (88 trained and 2 untrained). Out of the total strength of 90 teachers 29 belong to Scheduled Castes, 33 to other Backward Classes and the remaining to other communities. The total number of inmates during the year 1965-66 was 3563 out of whom 2367 were boys and 1196 girls. In *Uttar Pradesh,* there are 13 Ashram Schools, details of these are not furnished in spite of several reminders.

V.28. As mentioned above, to Schedule Caste Children Ashram Schools are the most suitable method for their healthy growth and development. It is, therefore, commendable if other States also follow the principle and organise Ashram Schools/Residential Schools in their States.

V.29. In some States like Maharashtra, and Madhya Pradesh Ashram Schools/Residential Schools are started only for Scheduled Tribes. The Committee feel that these schools should be combined one in these States, both for Scheduled Castes and Scheduled Tribe children.

CHAPTER VI

HOSTELS

A good hostel is a real home for the students. If education is the sheet-anchor of any programme for the uplift of the Scheduled Castes, hostels are their 'ideal homes' in their educational career, to stress character building and to promote integration and to bring them up with a cosmopolitan outlook. *Homes and hostels are the primary* agencies preparing the youth of the country to shoulder the responsibilities of democratic life, apart from schools. The role of the hostels in the educational career of a student cannot be over emphasised. Away from the control and guidance of parents and guardians, the children for the first time come under the rules and regulations of an institution, particularly at their younger stage, where the atmosphere is completely different from their village and home. The student looks upon the warden/Superintendent as his guardian and the hostel as his new home and his fellow students as other members of his new home.

VI-2. In the case of students coming from the developed sections of the community, the homes play a role of complementary to that of school, but in the case of students drawn from the backward sections of the community and who stay in slum areas, the home is likely to play the opposite role. The only alternative in such cases is the provision of good hostel facilities where the students from Scheduled Castes coming from slum areas can be provided with a healthy atmosphere and such opportunities as are available in good homes for alround development, physically, mentally & culturally. Thus, students who do not come from educationally advanced homes, slum areas especially, the provision of hostel facilities would invariably greatly assist the formal education imparted at schools and the incidence of disappointment to the teacher consequent upon a student's home undoing what he tries to build up at school, will be considerably reduced, if not completely removed.

Policy of the Central and State Govts.

VI.3. With this point in view, the Government of India in all the three Five Year Plans have stressed the need of sufficient hostel facilities for Backward Class students. Though education is the primary responsibility of State Governments, the Government of India have been making liberal contribution for the spread of education and additional hostel facilities. The Third Five Year Plan says, "Education is the most important single factor in achieving rapid economic development and technological progress and in creating a social order founded on the values of freedom, social justice and equal opportunity. Programmes of education lies at the base of the effort to forge the bonds of common citizenship to harness the energies of the people and to develop the natural and human resources of very part of the country." Education among Scheduled Castes, particularly among women is lagging behind mainly due to lack of adequate hostel facilities. The Study Group appointed by the Education Commission in 1966 has reported that one of the reasons for the slow progress of education among Scheduled Caste was lack of residential facilities for students whose homes were far away from the school. The Government of India in their Five Year Plans, have therefore, made special grants to State Governments for construction of hostels. Specially allocations are also made for construction of girls hostels.

VI.4. The State Government have taken several measures to provide hostel facilities to Scheduled Caste students. In *Maharashtra State*, State Government have constructed two types of hostels, one exclusively for Backward Classes and the other of a cosmopolitan type, where Scheduled Castes are admitted alongwith general students. There are 562 such hostels in the State. However, education has suffered a lot in the State due to inadequate number of hostels for the Scheduled Caste students. No reservation has been made in the private general hostels and this has added to the difficulty. The Maharashtra State Government have started two hostels for Scheduled Caste students, one at Bombay and the other at Nagpur. All the expenses of the inmates in these hostels are met by the Government. The People's Education Society, has started two colleges with attached hostels at Bombay

and Aurangabad. The Government are also running a hostel at Chokamala at Nagpur, for college boys. The Committee during its tour, had the opportunity to visit many hostels, and two main difficulties were brought to the notice of the Committee; one was that boys from the same locality were not admitted in the hostels and the second was that not more than 40% students were only admitted from one community. The Committee feels that these restrictions should be removed. In *Kerala State*, there are 42 welfare hostels and 4 cosmopolitan hostels run by the Welfare Department. Besides, there are 24 subsidised hostels run by Private Agencies. The sanctioned strength of seats in these, for Scheduled Caste students is about 1300. Of these hardly 100 seats are available throughout the State for Scheduled Caste students studying in colleges. In a cosmopolitan hostel visited by the Committee at Trivandrum it could find only one caste-Hindu student and one Muslim student, though 10% of the seats are reserved for other communities. The reason given is that other students are not coming forward to join these hostels. One grief stricken Scheduled Caste student intimated to the Committee that cosmopolitan hostels had become synonymous to Harijan hostels. At present 25% seats are reserved in private general hostels for Scheduled Caste students. For Upper-primary and secondary classes, there are hostels for Scheduled Castes, where 10% seats are reserved for non-Scheduled Caste students. During the tour of the Committee in Kerala State it visited the cosmopolitan Hostel, Trivandrum. The conditions in the hostel are better. Most of the inmates are science students and there is a laboratory also attached to the hostel. It is reported that it was difficult to get admission in the hostel because of limited number of seats available. Many other hostels were also visited by the Committee on its tour in the State, and the conditions are generally satisfactory compared to other States. In *Madhya Pradesh*, the State Government have started 549 hostels for the students of the backward classes. Of these, 435 are for boys and 64 for girls. As many as 14,722 students have been provided accommodation. Over and above 31 hostels are being run by voluntary organisations, of which 27 are for boys and 4 for girls. The number of hostellers in these hostels are 752 and 155 respectively. In these hostels 75% seats are reserved for them and 25% seats are reserved for other comunities. No reservation has been made for Scheduled Castes in private general hostels whereas there is reservation for non-Scheduled Castes in Scheduled Caste hostels. According to the information furnished by the Deputy Commissioner, Madhya Pradesh there is very acute shortage of hostel accommodation in Madhya Pradesh and many students discontinue their studies due to lack of hostel accommodation. The Committee during its tour in Madhya Pradesh had the opportunity to visit many hostels run by Government and voluntary organisations. The main deficiencies brought to the notice of the Committee are:—

(1) Hostel buildings are utilised for other purposes such as; Block Development Office, residence for teachers etc.

(2) The working of many of the hostels is not supervised by the Department.

(3) Delay in payment of stipends are widely spread.

(4) No stipend is paid for the month of April, though academic year includes that month also. That results in disorganisation of the hostel especially at the time of examination.

(5) Some of the hostels are over crowded.

(6) Buildings are not properly completed and maintained.

In *Andhra Pradesh*, there were 173 Government hostels, and subsidised hostels are, as many as 1142. Admission to private general hostels is still very poor though 14% seats are reserved for them. It is reported that there was a lot of malpractices in the subsidised hostels, though there were a few exceptions. During the tour of the Committee in Andhra Pradesh it visited many hostels in the State, including; Government Backward Class Hostel, Nizamabad; Shri Sanjivayya Hostel; Gandhi Harijan Boys Hostel, Nandigama; the Govt. College Boys Hostel, Guntur; the Government Scheduled Caste Boys Hostel, Warrangal District, and the V. R. Hostel and Vishya Hostel, Nellore. There is also a Boys Hostel run by a private organisation at Ongole. Most of these hostels are overcrowded and the conditions in them are not at all satisfactory. In some of them only one bath room and latrine is provided though the number of inmates are more than hundred. Adequate provision for water is also not made. In Gujarat, there were 87 boys and 23 girls hostels for Scheduled Castes and 2985 boys and 1045 girls were

accommodated in these hostels upto the end of Second Five Year Plan. During the Third Five Year Plan period, 20 boys and 5 girls hostels were completed. Boarding and lodging facilities are provided free of cost. Besides, a Government Backward Class Hostel for boys and another for girls are being maintained at Ahmedabad; where Scheduled Caste students studying in post-matric classes are admitted. The conditions of Hostels in Gujarat, the Committee observed, are generally satisfactory. The Committee visited the Government Backward Classes Hostel for Girls in Ahmedabad meant for post graduate students and the Kasturba Girls Hostel, Mehsana, maintained by the local Harijan Sevak Sangh and observed that the facilities provided are good. in *West Bengal* there are a few Govt. hostels where Scheduled Castes and non-Scheduled Castes are admitted. However, most of the students are admitted in Private hostels. No reservation has been made in general hostels run by private agencies for the Scheduled Castes and as a result many students fail to get admission in hostel. It is essential that State Government should make reservation for Scheduled Castes in private general hostels. During its tour in West Bengal, the Committee visited many hostels including the two Government hostels at Calcutta; another Government hostel in Udayan Chhatras, Calcutta; and also the Rani Bhavani Scheduled Caste hostel, Calcutta. All these hostels are run in rented buildings. Most of these buildings are very old without any repair being done for so many years. In Orissa, Government hostels are maintained both for Scheduled Castes and non-Scheduled Castes. However, 10% seats are also reserved for Scheduled Castes in private general hostels. There ar 282 such hostels in the State. These hostel buildings are not properly maintained and many of them are in dilapidated condition. In *Tamil Nadu* also, hostels are maintained for both Scheduled Castes and non-Scheduled Castes. In 1964-65, there were 328 such hostels in the State, and 47 hostels for other Backward Class including Scheduled Caste communities. No reservation has been made for Scheduled Castes in private college hostels. In the hostels maintained for other Backward Class students 25% seats are reserved for Scheduled Caste students, the hostels maintained for Scheduled Tribe students, 30% seats are reserved for Scheduled Caste students. This system of reservation is working satisfactorily. Good buildings for hostels are the major need of the State. Particulars regarding the number of hostels run by the non-official agencies are not known. In Tamil Nadu the Committee observed that good buildings for the hostels were the major need of the State. There are two college hostels run by the Harijan Welfare Department one at Madras and the other at Tinneveli. And at Chidambaram, there are two High School hostels (Nandanar) one for boys and the other for girls. The Government spent about Rs. 3 lakhs for construction of these hostels. In these School hostels students from other communities are also admitted. The Committee observed that the educational progress of hostels inmates in Tamil Nadu is not satisfactory due to the slackness on the part of wardens, who have not been given any direct powers to deal with the inmates. Some of the hostels run by the Voluntary Organisations are not managed efficiently and economically. While visiting the Government girls hostel at Thanjavore, which has the strength of 100 inmates, it was observed that adequate sanitary arrangements were not made, and not even a sweeper was employed. On a visit to a subsidised hostel in the village Vandaiynirupu, the inmates intimated to the Committee that the food provided was not adequate, and the conditions would become better if Department of Harijan Welfare took over the hostel. In the Government Boys Hostel, Perambalur, in Tiruchirappalli District where 271 students are staying, it was observed that the inmates were taking food by standing with plates in hands due to acute shortage of accommodation. The hostel requires much more space to accommodate the inmates conveniently. The Committee also visited the Government M. C. Rajah Hostel, Madras, which has the strength of 205 though 238 college students are admitted. The hostel is very much over crowded. Besides, the Committee visited many other hostels run by Government and voluntary organisations, the conditions in these hostels are not better than in the above hostels. In Madras City there is a Hostel run by Harijan Sewak Sangh but it was complained to the Committee that proper care was not given to the students. In *Rajasthan* there are Govt. hostels where both Scheduled Caste and non-Scheduled Caste students are admitted. There is also reservation of 5% seats in general college hostels. There were 29 Govt. hostels till March 1965. Besides, there are 49 hostels run by voluntary agencies. The hostels need trained and competent Supdts. and good buildings in order to give proper environment and congenial outlook. In Rajasthan the Committee visited the University Hostel, Jaipur and the Rajkeya Kanya Chatravas, a Girls' hostel run by the Department of Social Welfare. At Ajmer, the

Committee visited the Scheduled Caste Hostel and the Dayanand Boys Hostel. At Udaipur the Sch. Caste Girls Hostel run by the Rajasthan Mahila Parishad was also visited. Some of these hostels are run in rented buildings. In *Mysore* State a number of hostels are run for both Scheduled Castes and non-Scheduled Caste boys and girls, some of them are big and others are on small scale. However, these hostels are run by inexperienced S.S.L.C. qualified Supdts., some of them are even unwanted teachers deputed from Education Department and Officials from other Departments. 10% seats are reserved for Scheduled Caste students in private college hostels. In Mysore State the Committee visited the Siddharatha Hostel, Mysore, the warden of this hostel is an official from Railway Department doing part-time work. The Committee also visited the Maharajah's hostel, Mysore. On a visit to a Girls hostel, it was found that there was nobody to look after the inmates at night and inmates were left to the care of a cook. The Committee visited the Technical College Hostel Gulbarga, where it was reported that the Supdt. seldom came to the hostel. On a visit to a girls' hostel it was represented that at night the inmates were left to the care of a chowkidar. In Bihar in respect of admission in Government hostels first preference is given to Scheduled Castes, Scheduled Tribes and other Backward Classes and the rest of the seats are allotted to other communities on payment of rent and maintenance charges. There is no reservation for Scheduled Castes in private general hostels. There is acute shortage of hostel facilities for Scheduled Castes and it is reported that many students had left studies for want of accommodation. In Bihar State as stated elsewhere there is acute shortage of hostel accommodation for college as well as school students. The Committee visited the Scheduled Caste College Boys Hostel, Patna, which was built by the Welfare Department. A students' representative presented a memorandum to the Committee stating that out of 600 students in the University only 100 students could get admission in hostels due to shortage of hostel accommodation and others are compelled to stay in slum areas. The Committee also visited the Baidvanath Scheduled Caste Hostel run by the Welfare Department which has the strength of 75 inmates though only 53 are admitted. 16 are Scheduled Castes. The Jagjivan Welfare Hostel, Bettiah a Government hostel also was visited. In *Punjab* and Haryana, it is reported that there was no scheme of hostels for Scheduled Castes in the States. In fact these are the only two States where there is no scheme of hostels. During the tour of the Committee many complaints were received that Scheduled Caste students were facing many difficulties due to lack of hostels. Not only in this respect even in other matters also these two States are lagging behind, so far as facilities offered to Scheduled Castes are concerned. In *Jammu & Kashmir*, there is only one hostel and due to lack of attention of authorities, it is being utilised by non-Scheduled Caste students. Students are expected to bring their provisions for food. Other facilities like cook etc. are given. Only one Scheduled Caste student is staying in this hostel, all others are non-Scheduled Castes. In *Himachal Pradesh* there is no scheme of hostels in the Union Territory. In *Uttar Pradesh*, details of the scheme of working of hostels is not furnished even after repeated reminders. However, it is understood that 20% seats are kept reserved for Scheduled Caste students in private college hostels. A Committee appointed by the State Government has recommended for the opening of 158 hostels for Scheduled Castes in the State. In the 4th Plan the State Government propose to open 35 hostels. In Uttar Pradesh, many complaints were received by the Committee during its tour, that the Scheduled Caste students were finding it difficult to get admission in general hostels, especially in Agra. Untouchability and segregation are practised in a very acute form in many of the hostels in the State. Separate messing arrangements and even separate rooms are kept, for Scheduled Caste inmates even in Government college hostels. In the Agriculture College Hostel Kanpur, a Government institution, there are 65 Scheduled Caste inmates and as the other caste-Hindu colleagues refused to admit them in their mess, they started their own mess. Subsequently, this was also closed down and the students are now taking their food from outside. The matter was brought to the notice of the college authorities, but they had not adopted any measure to remove untouchability from their institution. In Juhi Inter College, a Corporation institution, even Scheduled Caste lecturers, are not allowed to take water from the common pot. During the visit of the Committee to the Scheduled Caste hostel in Allahabad, the inmates intimated that they were refused admission in other general hostels on the plea that there was a separate hostel for them.

VI.5. In the Queens College hostel, Varanasi no arrangement is made for the messing of Scheduled Caste inmates and they had to make their own arrangements. In *Assam*

the Committee visited the Gandhi Students Home Silchar, a hostel meant for Scheduled Caste boys. The building is in a deplorable condition and no repair has been carried out for the last many years. Due to difference of opinion among authorities, it is not even fixed which Department is incharge of this building. There is no Superintendent in the hostel and the management is in the hand of a monitor. There are 16 students in the hostel out of whom 12 are Scheduled Castes. The condition of the hostel was brought to the notice of the Chief Minister but the reply given by him was not satisfactory. At Goalpara, some people complained that Scheduled Caste students are finding it difficult to get admission in Hostels.

VI.6. In *Manipura and Tripura* Union Territories 20% and 70% seats respectively are kept reserved for Scheduled Caste and Scheduled Tribe students. In Pondicherry, in Government hostels 90% seats are reserved for Scheduled Castes and 10% for other communities. No reservation has been made in hostels run by private authorities.

VI.7. As stated above, the Committee visited many hostels run by Government and private organisations during its tour in States and Union Territories. The conditions in these hostels are far from satisfactory especially in Andhra Pradesh, U.P., Rajasthan, Mysore, Madhya Pradesh, West Bengal and Assam. Many of the hostels are overcrowded without proper ventilation and adequate number of bath rooms and latrines. In some hostels even for more than 200 inmates only one bathroom and latrine is provided. In some cases, there is no arrangement for water. Many of the hostels are in rented buildings and no repair has been done for many years. Wardens/Supdts. are not qualified persons and in many cases are retired or unwanted Government officials. There are hostels, even without Supdts. In girls hostels there is nobody to supervise or look after them at night, and they are left to the care of cook or chowkidar. Stipends/scholarships are not received in time, and usually disbursed at the end of the year. In none of the hostels proper arrangements have been made for special coaching. In hostels in U.P., Rajasthan and some other States untouchability and segregation are being practised in very acute form and authorities are not attempting to remove them. Separate messing arrangements and even separate rooms are very common in these States. Scheduled Caste inmates are forced to take food from outside. Much efforts on the part of authorities are required to improve the conditions.

Plan Outlay and Expenditure

VI.8. In the First and Second Year Plans no allotment was made for construction of hostels. In the Third Five Year Plan an allocation of Rs. 408.29 lakhs was made in the State Sector, for construction and maintenance of hostels for Scheduled Castes. The statement below indicates the provision made and expenditure incurred during the Third Five Year Plan:

(Rs. in lakhs)

Category	Third Plan allocation	1961-62 Provision made	1961-62 Expenditure incurred	1962-63 Provision made	1962-63 Expenditure incurred	1963-64 Provision made	1963-64 Expenditure incurred	1964-65 Provision made	1964-65 Expenditure incurred	1965-66 Provision made	1965-66 Expenditure incurred
1	2	3	4	5	6	7	8	9	10	11	12
Sch. Castes . .	423·31	57·14	45·21	79·16	76·39	64·43	63·68	89·39	92·97	N.A.	N.A.

It may be seen that out of the plan allocation of Rs. 423.31 lakhs, only Rs. 277.26 lakhs has been spent during the four years for construction and maintenance of hostels for Scheduled Castes. The expenditure during these years is only 68% of the allocation made in the plan, and about 32% is left out unutilised. Thus, it may be seen that the position regarding construction and maintenance of hostels for Scheduled Castes during the Third Five Year Plan is not encouraging.

VI.9. The statement below indicates the State-wise provision made and expenditure incurred during the Third Five Year Plan.

Statement showing the allocation made and expenditure incurred during the Third Five Year Plan period, under Scheme of hostels for Scheduled Castes

(Rupees in lakhs)

Sl. No.	State/U.T.A.	Allocation made during 3rd Five Year Plan	Expenditure incurred up to 1964-65
1	2	3	4
1.	Andhra Pradesh	86·80	50·364
2.	Bihar	37·00	10·08
3.	Gujarat	7·50	13·12
4.	Jammu and Kashmir	2·40	0·79
5.	Kerala	14·60	5·843
6.	Tamil Nadu	20·00	43·06
7.	Maharashtra	53·70	36·72
8.	Mysore	96·19	64·467
9.	Orissa	32·65	14·49
10.	Rajasthan	11·00	8·476
11.	Uttar Pradesh	50·00	12·75
12.	West Bengal	8·00	13·91
13.	Manipur	N.A.	1·05
14.	Himachal Pradesh	2·00	1·184
15.	Pondicherry	2·12	0·422
16.	Tripura	0·25	0·431
	TOTAL	423·31	277·257*

*Does not include expenditure for Jammu and Kashmir for 1962-63, (2) U.P. 1963-64 and 1964-65, (3) West Bengal for 1961-62, (4) Pondicherry for 1961-62 and 1962-63 and (5) Tripura for 1961-62 and 1962-63.

VI.10. The expenditure of State Governments as a whole on construction of hostels is disappointing. Most of the State Governments have not fully utilised the amount earmarked for hostels, especially Jammu & Kashmir, Uttar Pradesh and Himachal Pradesh have not utilised any amount during 1963-64. In some States like Madhya Pradesh and Maharashtra, it is reported that a number of students were unable to continue their studies due to lack of hostel accommodation. With the meagre amount of Rs. 40 per month, from the post-matric scholarship scheme, they cannot be expected to join the college hostel where the expenditure is much higher. As the Department of Harijan Welfare in Madhya Pradesh has not constructed sufficient number of hostels even in towns, it is reported that students were discontinuing their studies as they failed to arrange boarding and lodging themselves. During the tour of Committee in Bihar State, a representation of students studying in various colleges at Patna informed the Committee that out of 600 students in Patna University only 100 could get admission in hostels. Others are compelled to stay in backward localities. It may, therefore, be seen that the performance of the State Governments, in general, in the construction and maintenance of hostels for Scheduled Castes is far from satisfactory. Some immediate measures are required to be taken to create enthusiasm among State Governments in the matter of construction of hostels. It is gratifying to note that the Department of Social Welfare have requested all the State Governments and Union Territory Administrations, to consider the feasibility of appointing a Committee for preparing a phased programme for the expansion of hostel facilities for Scheduled Castes/Tribes students in the Fourth Five Year Plan as has been done by Rajasthan Government. But so far only Maharashtra, Kerala, Rajasthan and Uttar Pradesh Governments have appointed Committees while other State Governments have not done so. In fact a lot of things have to be done by the State Governments in the matter of construction and maintenance of hostels. The present number of hostels are quite inadequate to meet the requirements of S.C. students especially in Madhya Pradesh, Maharashtra, Kerala, U.P., Bihar and Rajasthan. The conditions of the existing hostels require much improvement. In these circumstances, the fact that a sizeable amount allocated in the Plan for construction of hostels is left without utilisation, must be, no doubt, due to lack of interest in the welfare of Sch. Castes on the part of

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State Governments. In fact it is very doubtful whether the State Governments have taken up the problem in its true spirit and have given sufficient thought to the problem. It is disappointing that even the Rajasthan Government which have prepared a very constructive phased programme for construction and maintenance of hostels have not even constructed a single hostel in the year 1965-66. It is clear that though the State Governments accepted in principle to implement the various schemes meant for the welfare of Scheduled Castes in actual practice they are neglecting them. Making liberal allocation in Budgets and giving wide publicity, and in effect lapsing the amounts without utilisation, is a mere eyewash which creates jealousy in the minds of other communities.

Admission in private general hostels

VI.11. It is a generally accepted principle that at least selected Scheduled Caste students at College level should be admitted in the general hostels on merit basis and higher stipends should be paid to them to meet their extra expenses in boarding and lodging. The Mysore Government have introduced a scheme to meet additional charges payable by the Scheduled Castes/Tribe students, when they seek admission in general hostels and an amount of Rs. 5000 was provided for the purpose in the year 1963-64. The Government of Kerala pay actual boarding and lodging charges of students who get accommodation in general hostels. Rajasthan and Tamil Nadu Governments have also similar schemes. The statement below shows the reservation made for Scheduled Caste students in general hostels in various States :

	Name of the State/U.T.A.	Reservation made for Sch. Caste in general hostels
1.	Maharashtra	No reservation.
2.	Andhra Pradesh	14%
3.	Kerala	25% (Apprx.). (In private Hostels all Sch. Caste students applying are admitted).
4.	Tamil Nadu	No reservation
5.	West Bengal	No reservation.
6.	Jammu & Kashmir	No reservation.
7.	Mysore	10%
8.	Orissa	10% (including Scheduled Tribes).
9.	Bihar	No reservation (matter under consideration).
10.	Punjab	20%. No scheme of hostels.
11.	Uttar Pradesh	No general hostels in the State.
12.	Gujarat	In hostels attached to institutions 20% seats are reserved.
13.	Rajasthan	5%
14.	Madhya Pradesh	No reservation.
15.	Pondicherry	No reservation.
16.	Dadra and Nagar Haveli	No reservation.
17.	Himachal Pradesh	No reservation
18.	Tripura	70% (including Scheduled Tribes).
19.	Manipur	20% (including Scheduled Tribes).
20.	Haryana	No scheme of hostels.

VI.12. *The Committee after taking into consideration all aspects of the problem, suggests that both the measures mentioned i.e. Reservation in private hostels as well as Government hostels, should be adopted to give a cosmopolitan outlook to the hostels and also to avoid segregation.* In all the hostels maintained for Scheduled Castes at least 10% of the seats should be reserved for non-Scheduled Castes and they should be paid stipends at the rate paid to Scheduled Castes. At the same time, immediate adequate measures should be taken to raise the standard of these hostels, from its very low position at present, to a better position with adequate facilities to stress character building and to promote integration among the students. In general hostels, at least 25% of the seats should be reserved for selected Scheduled Caste students at College level and higher stipends should be paid to them to their extra expenditure on boarding and lodging. *The Committee, recommends that in the case of Scheduled Caste students admitted in private general hostels all their expenses should be met by the Government and stipends/scholarships should be increased for this purpose.*

The rates of stipends

VI.13. The stipends paid to Scheduled Caste students for their hostel expenses is generally found to be very low and has drawn much sympathy from those who have enquired into the matter. Most of the State Governments who have replied to the Committee's questionnaire have stated that the amount of stipends paid to the students is inadequate for giving balanced diet to them. Only Mysore State Government have replied that the rate is sufficient to meet the expenditure but the rate of stipend the Mysore State Government is giving is as low as Rs. 5 per month. It is a surprise how in these days the hostel authorities are expected to give sufficient diet to the inmates at the rate of Rs. 25 per month. *The Committee, therefore, recommends that the rate of stipend should be fixed according to the cost of living and should be sufficient to meet all the expenditure.*

Admission in hostels

VI.14. At present no uniform policy is followed in regard to admission of Scheduled Caste students in Hostels, especially in hostels managed by Voluntary Organisations. The rules vary from hostel to hostel. In Rajasthan and Dadra and Nagar Haveli even one failure is not condoned for admission in the hostels while in Gujarat except technical students, other failed student are not admitted in Government hostels. In Maharashtra, Andhra Pradesh, Kerala, Tamil Nadu, Madhya Pradesh and Pondicherry one or two failures are condoned for admission in hostels. In West Bengal, Bihar, Orissa, Jammu and Kashmir no bar is imposed on admission of failed students to hostels. Information on other States is not furnished even after repeated reminders. *The Committee, recommends that at least two failures should be condoned for admission in hostels, one at Middle and the other at High School level.*

VI.15. In some of the States the practice followed by Government as well as Voluntary Organisations is that the admission is granted only for one year and it is not ensured that this would be renewed in the next year. This procedure results in complete insecurity and worries to student as his next year's admission is not sure whether he fails or succeeds in the examination. This may also result in wastage in education as some students may stop studies when they are unable to get admission in hostels. *The Committee, therefore, recommends that once a student is admitted in a hostel his continued admission in the coming years should be ensured so long as he does not fail more than two times.*

Superintendents/Wardens

VI.16. Much criticism has recently been raised about the Superintendents/Wardens in charge of hostels. Most of them are found to be quite unsuitable for the responsible post they are holding especially in the case of hostels run by Voluntary Organisations. The Governments of Orissa, Bihar, Madhya Pradesh, West Bengal, Dadra and Nagar Haveli and some of the aided hostels in Gujarat, have reported that they were employing part-time Superintendents to look after the hostels. Jammu & Kashmir, Andhra Pradesh, Kerala, Gujarat, Maharashtra and Pondicherry have reported that they were employing full time Superintendents/Wardens. Other State Governments have not furnished the information even after repeated reminders. The Committee during its visit to hostels has noticed that Superintendents in most of the hostels especially in aided hostels were part-time, unqualified persons. Obviously part-time Supdts. are not expected to look after the other interests of the inmates, except accounts and general-management. This is quite contrary to what we expect from Supdts. As stated earlier, Supdt. is considered to be the guardian of the student in his hostel life and is expected to guide the student in all aspects of his life. His job is not to look after the accounts alone. He is expected to stay in the hostel throughout the day and night and look after the interests of inmates. The part-time Supdts. usually stay at their homes at nights. Instances have come to the notice of the Committee during its visits to hostels in some of the States like Mysore that even in girls hostels Supdts. leave the hostels at night leaving the inmates to the care of Chowkidars or Cooks. Such instances have proved that only full time Supdts. should be appointed in hostels and it should be compulsory on the part of Supdts. to stay in hostels even at nights. *The Committee, therefore, recommends that all State Governments should ensure that only full time qualified Supdts. or metrons are appointed in hostels and it should be compulsory on the part of Supdts. to stay in hostels throughout the day and night.*

VI.17. The Governments of Orissa and Jammu & Kashmir have reported that they had not fixed any qualifications for Supdts. Where part-time Supdts. are employed they

are generally teachers or lecturers in the institutions to which the hostels are attached. Most of the State Governments have not furnished information on the qualifications of Supdts., they are employing. The Committee on its study tour has noticed that in most of the hostels meant for Scheduled Caste students especially hostels run by Voluntary Organisations, the Supdts. are not at all qualified for the post. Under no circumstances men should be appointed Supdts. in girls hostels. *After examining the prevailing conditions the Committee makes the following recommendations*:

(a) The State Governments should ensure that only full-time Supdts. are appointed in hostels and it should be compulsory on the part of Supdts. to stay in hostels throughout the day and night.

(b) Only qualified persons with some experience in teaching should be appointed Supdts. as it is expected that the Supdts. should be in a position to give special coaching to educationally weaker students.

(c) Under no circumstances, men should be appointed Superintendents in charge of girls hostels.

(d) In big hostels, where there are more than 100 students, there should be a Warden/Superintendent for every 100 students.

(e) The State Governments should fix the qualifications experience, etc. of hostel Supdts., and these should be enforced in the case of hostels run by private organisations also. Private hostels should not be recognised unless they agree to appoint full-time qualified Supdts. for giving special coaching to weaker students.

Special Coaching in Hostels

VI.18. In the chapter on post-matric scholarships, we have examined in detail, the inadequacy of special coaching facilities for educationally low standard students and we have also urged the necessity to impart special coaching facilities to such Scheduled Caste students in hostels. As already stated, in view of large number of failures due to low standard of Scheduled Caste students and the resultant large scale wastage and stagnation in their education, special coaching has been suggested by various eminent educationists as an immediate remedy during Committee's discussions with them. As the students are fully occupied in their schools and colleges during the day time, they may hardly get time for special coaching in their schools and colleges. The most convenient place for imparting special coaching, therefore, is hostel. However, many of the hostels, with their present unqualified and inexperienced part-time Supdts. are not in a position to take up this responsibility. In the case of College hostels only experienced lecturers and in the case of school hostels only experienced teachers should be appointed as wardens. *The Committee, therefore, recommends that special coaching for students should be incorporated as a part and parcel of hostel life.*

Untouchability in Hostels

VI.19. Article 29(2) of the Constitution reads, "No citizens shall be denied admission into any educational institution maintained by the State or receiving aid from the State funds on grounds only of religion, race, caste, language or any of them". It is generally believed that segregation is no more in existence in any of the educational institutions including hostels. This is because after 21 years of independence, one ordinarily expects so much progress in our country. But the conditions still existing in Uttar Pradesh, Rajasthan, Bihar, Orissa and some other States, clearly establish the fact that our country has not even now succeeded in eradicating untouchability even from the Government hostels. Some Members of Parliament from Uttar Pradesh and Orissa have brought to the notice of the Committee, that untouchability is being practised even in Govt. hostels in their States. In a hostel in Azampur, Uttar Pradesh, separate cooking and dining is being still continued. Scheduled Caste students are required even to wash their plates after meals as the cooks refuse to do this work. In certain hostels separate wings are being kept for Scheduled Castes. The most interesting factor is that segregation is being practised even in S.C. hostels where non-Scheduled Castes are also admitted. In a study conducted in some hostels in U.P., it is clearly established that untouchability is practised in all the hostels. S.C. students are not permitted to take meals in the common mess. The Committee while on tour visited some hostels in Agra, the inmates of the hostels complained to the Committee that segregation was being practised in their hostels. On receipt of this complaint from the students, the Committee in the presence of the Assistant Director of Welfare requested the authorities for verification. Though this matter was denied by

the authorities from their letter to the Committee it was understood that they instructed the warden to take necessary action in the matter. There is no doubt, that segregation is being practised in the hostel.

VI.20. In many of the colleges, the usual practice is that the students are allowed to conduct their own messing arrangements while cooks, kitchen and utensils are provided by the hostel authorities. Students are at liberty to enlist students of their own choice to form a group to conduct such messes. From practical experience, it is understood that such messes are usually formed on communal basis and usually known as "Brahmin Mess"—"Mohammadon Mess" etc. Scheduled Caste students usually find it difficult to join in any of these Messes. *The Committee recommends that Untouchability and segregation in any form should not be allowed to continue in any of the hostels run by Government or Voluntary Organisation.* Even educated students are not aware of the Untouchability Offence Act, 1955. They have to be taught about the existence of the Act and also other evils of this practice. *The Committee, therefore, recommends that the main provisions of the Untouchability Offence Act, 1955 should be included in the curriculum of College as well as School education.*

Medical Aid

VI.21. It has already been stated in the chapter on 'Post-matric scholarships' that the poor standard of the Scheduled Caste students is also due to poor health, due to sub-standard food provided in the hostel and also lack of adequate medical care. The food provided in some of the hostels in Andhra Pradesh, Mysore, Bihar, Rajasthan, etc. is of no nutritive value and requires considerable improvement. Of course, with the present rate of stipend it may not be possible to give better food. With the increase in the amount of stipend, it should also be ensured that minimum standard of food is provided in hostels. There should also be facilities in all hostels for providing adequate and timely medical care. In some of the States like Kerala and Tamil Nadu in practically all the hostels there is a Doctor attached (Hon. visitors) to give medical aid to inmates. The same arrangements should be made by other States also, to provide medical aid to hostel inmates.

Donations from Students

VI.22. It has been noticed that in some of the hostels compulsory or voluntary donations are being collected from the inmates. Donations, whether voluntary or compulsory, when they are asked by the hostel authorities, the inmates take it as obligatory to pay. As most of the inmates are economically very poor, and as they are studying with stipends received from the Government to meet all their requirements, it is not justifiable on the part of hostel authorities to compel these poor inmates to make donations.

Inadequacy of hostel accommodation

VI.23. From the above paras, it is clear that there is considerable shortage in the hostels accommodation requirement of S.C. students. *The Committee, therefore, recommends that there should be a hostel attached to every Higher Secondary School where 20 or more students desire to join a hostel.*

VI.24. So far the Central Government have not constructed any hostel for Scheduled Castes. The Central Government's activity is limited to provision of building grant to State Governments. Many of the present problems would have been solved if Central Government directly constructed hostels for Scheduled Castes. *The Committee, therefore, recommends that the Central Government should directly construct, at least some hostels in each State to accommodate needy S.C. students.*

Girls Hostels

VI.25. In the central sector of Third Five Year Plan, a small provision of Rs. 20 lakhs was made for construction of hostels for Scheduled Caste girl students. However, the scheme could not make much progress. The scheme had again been taken up by the State Governments in 1965-66. However, the progress is much disappointing. A provision of Rs. 0.69 lakh was allocated to Madhya Pradesh during the Third Plan but the amount could not be utilised by the State Government. In 1963-64 only Rs. 0.20 lakh had been sanctioned to the Maharashtra State. Most of the States have not utilised the amount sanctioned during the plan period for construction of hostels for girls. It seems the State Governments have given much importance to girls hostels in their educational programmes and some immediate measures are required to arouse enthusiasms among them.

VI.26. For the year 1966-67 an amount of Rs. 13.78 lakhs was allocated for the scheme of Harijan Girls' hostels. The statement

below shows the State-wise break-up of the amount :

(Rs. in lakhs)

Name of the State	Allocation approved
1. Andhra Pradesh	1·33
2. Assam	0·20
3. Bihar	1·06
4. Gujarat	..
5. Jammu & Kashmir	..
6. Kerala	0.37
7. *Madhya Pradesh*	1·15
8. Tamil Nadu	1·68
9. Maharashtra	0·59
10. Mysore	0·80
11. Orissa	0·60
12. Punjab	1·09
13. Rajasthan	0·90
14. Uttar Pradesh	2·25
15. West Bengal	1·87
TOTAL	13·78

VI.27. To counteract the present pathetic situation urgent measures are required to be *taken by all the State Governments to raise* the level of education among women. Though the State Governments have done at least something for Scheduled Caste hostels for male students, girls hostels are more or less neglected by them. Girls who have no educational institution near to their houses are unable to travel to distant places every day. In such cases hostels are badly required to accommodate the girls. During the tour of the Committee, many parents represented that they were reluctant to send their girls to distant schools. *The Committee after taking into consideration all aspects of the problem makes the following recommendations* :

(a) The State Governments should ensure that the amount allocated to *them for construction of Scheduled* Caste girls hostels should be fully utilised.

(b) It should be ensured that preference is given to Scheduled Caste girls in general girls hostels. At least 30% reservation should be made for Scheduled Caste girl students.

(c) As common girls hostels are also not available in most of the places, at least one girls' hostel should be set up at each district headquarters and it should be ensured that all the Scheduled Caste girls seeking admission are admitted in these hostels.

(d) Stipends for girls staying in hostels should be slightly more than boys in hostels, say Rs. 5 p.m. to meet the additional expenses and also to en*courage education among Scheduled* Castes.

(e) Girls hostels should be constructed as far as possible near to their educational institutions.

Conclusion

VI.28. *It is very much disappointing that* in spite of all these facilities offered, the number of Scheduled Caste women, coming for education is very low compared to men. The matter requires thorough investigation and study. As stated by Dr. V. K. R. V. Rao, "We must recognise the fact that if these communities (Scheduled Castes/Tribes) have not come forward to avail themselves of the educational facilities provided by the State, it is not because there is no desire on their part to improve their levels of living in which education plays an important part. Their difficulties are mainly economic aggravated by social conditions in many cases."

CHAPTER VII

GIRLS EDUCATION

Our late Prime Minister Jawaharlal Nehru has said, "you educate a boy and you educate one person; you educate a girl and you educate the whole family". The importance of girls' education cannot be more emphasised than the Prime Minister has said. Especially, in a country like India, the influence of an educated woman is tremendous.

VII.2. Education of women in India, especially Scheduled Caste women, was neglected throughout. In fact no attempt was made all these years to uplift them educationally and they remained illiterate and backward. According to 1931 Census Report, no question of speaking about literacy among Scheduled Caste women, literacy was absent even among Caste- Hindu women, throughout India except in a few princely States. In so far as general famale literacy was concerned, former Cochin State was leading, closely followed by Travancore and Baroda States.

VII.3. Even after Independence, much importance was not given to the education of Scheduled Caste women. After repeated representations some State Governments have given some concessions and incentives to education of women. But still many of the States are lagging behind in so far as education of women is concerned. Incentives and concessions provided by the various State Governments, for promotion of education among women are briefed below :—

Andhra Pradesh State Government give preference to construction of hostels for Scheduled Caste girls and voluntary organisations are also encouraged to give preference to Girls' Hostels.

Bihar State Government have intimated that they had schemes such as, award of attendance and other prizes, condensed courses for adult women etc. for spread of education among women.

In *Gujarat and Maharashtra States* the aided Scheduled Caste Girls' Hostels are paid maintenance grant at the rate of Rs. 30/- p.m. per girl inmate, while boys are given only Rs. 25/- p.m. Backward Class Girls' Hostels are given preference in the matter of recognition for grant-in-aid.

In *Kerala* no special consideration is given for education of girls. In *Madhya Pradesh the amount of scholarships given to girl* students is a little bit more than given to boys. In *Madras,* separate Girls' Hostels numbering 97 are being maintained and these hostels cater 6162 girls. A separate Girls' High School is being maintained at Chidambaram in which 25% seats are kept for other poor girls. Books, Note Books, two sets of dress etc. are supplied free in this hostel. Scholarships are also given at a higher rate of Re. 1/- to girl students in the State. In *Mysore State* girl students are given merit scholarships and higher rates (Rs. 5/-) of boarding charges. They are also provided with educational equipments; including text books for post-matric students. Besides, hostels are also maintained for girls. In *Orissa,* special type of middle schools called Kanyashrams are being maintained for girls. In *Punjab* no special treatment is given to girl students. In *West Bengal,* no special incentive is given for girls education and education among girls is very slow due to lack of incentives. In *Uttar Pradesh,* 25% of pre-matric scholarships are reserved for Scheduled Caste girl students. In *Rajasthan,* scholarships are given to girl students. Besides, hostels are also maintained for them. In *Pondicherry,* no special incentives are provided for education of girls. In *Tripura,* 172 Literacy Centres are being maintained for girls. In *Himachal Pradesh,* no special incentive is provided to encourage education among Scheduled Caste girls.

VII-4. But the fact remains that the State Governments have done practically nothing to encourage education among women. Girls' hostels are very rare in the States. For girls it is very difficult to walk to distant schools to attend classes. For them it is absolutely essential that hostels should be attached to schools. However, the State Governments do not give any importance to the problem, and the money allotted for construction of Girls' Hostels remains unutilized. Expenditure of Girls in hostels is

definitely more than boys and higher stipends/scholarships should be given to them to meet all their essential requirements. At present, except Tamil Nadu, Gujarat, Madhya Pradesh, Andhra Pradesh and Mysore, no other State, so far as information is available with the Committee, gives higher rate of stipends to girls. Even in these States the rate given is only about Rs. 5/- more than the boys. With this meagre amount it is difficult for girls to stay in hostels. State Governments have no scheme to provide dress, stationery etc. to girl students to encourage their education.

VII.5. Even the Central Government have not done anything to encourage education among Scheduled Caste Girls, except allotting amounts to State Governments for construction of Girls' Hostels. The Ministry of Education in 1959 constituted a National Council of Women's Education, based on the recommendations of the National Committee on Women's Education. The Ministry has set out the terms of the working of the Council to promote education among women in India. It is much surprising and disappointing that the Education Ministry completely neglected to include any special effort on the part of the Council to promote education among Scheduled Caste women. Even in providing overseas scholarships or passage grants or scholarships for studies in Public Schools, the Ministry has not given any preference to women, in fact, no mention is made of them. As a result of this complete negligence on the part of Central as well as State Governments education of Scheduled Caste women remained without any progress even after independence.

VII.6. The statement below shows the literacy of **Scheduled Caste women according** to 1961 Census Report:

S. No.	State/Union Territory	Total population of S. C. females	Literate	%
1	2	3	4	5
1.	Andhra Pradesh	2,461,291	83,606	3·4
2.	Assam	342,485	55,260	16·1
3.	Bihar	3,305,877	30,527	0·9
4.	Gujarat	673,819	72,252	10·7
5.	J. & K.	133,765	1,457	1·1
6.	Kerala	722,342	125,515	17·4
7.	M. P.	2,097,149	27,869	1·3
8.	Madras (Tamil Nadu)	3,022,505	172,117	5·6
9.	Maharashtra	1,091,723	62,272	5·3
10.	Mysore	1,530,685	46,589	3·0
11.	Orissa	1,392,448	47,834	3·4
12.	Punjab	1,930,633	41,661	2·2
13.	Rajasthan	1,612,164	12,603	0·8
14.	U. P.	7,464,946	85,108	1·1
15.	West Bengal	3,293,705	151,733	4·6
16.	Delhi	152,085	10,341	6·8
17.	H. P.	178,487	3,525	2·0
18.	Manipur	6,490	791	12·2
19.	Tripura	57,656	2,353	4·1
20.	Dadra, Nagar Haveli	581	117	20·1
21.	Pondicherry	28,050	1,229	4·4
22.	Nagaland	46	9	19·6
	TOTAL	21,499,932	770,667	3·6

From the above statement it may be seen that all-India percentage of literacy among Scheduled Caste women is only 3.6, while that of general population is 13%. In some of the States like Bihar (0.9%), J.K. (1.1%), Madhya Pradesh (1.3%), Rajasthan (0.8%) and U.P. (1.1%) literacy is practically absent among women. Their position is very pathetic. In fact independence and the resultant manifold concessions and incentives for promotion of education among Scheduled Castes, have not benefited the women-folk in any way, they remained backward and forgotten even in free India. Mothers of

India who work in the field to produce more food for the country and oppressed by the society for centuries have indeed been forgotten.

VII.7. In the circumstances special efforts are required on the part of Central as well as State Governments to encourage education among women. The working group appointed by the Education Commission has observed that the education of girls lags heavily behind the education of boys among the backward classes and unless the position in regard to the education of girls is improved the whole programme of educational development will fail. The Working Group, therefore, have made recommendations such as, priority treatment to girls education for the next 15 years and also provision of additional funds, provision for mid-day meals, books, stationery, etc. hostel facilities for local girls students. *Besides, the Committee makes the following recommendations for educationally uplifting the Scheduled Caste women* :

(i) Preference should be given by the State Governments for construction of Scheduled Caste Girls' Hostels. (As we have already dealt with this problem and made recommendations in the Chapter on Hostels, it is not repeated in this Chapter.)

(ii) All stipends/scholarships including post-matric scholarships should be fixed at higher rates say at least at Rs. 10/- p.m. more for girls, than for boys. This is essential in view of the higher expenditure of girl students compared to boys.

(iii) Girls travelling distant places by buses/trains etc. should be paid their actual conveyance charges.

(iv) Overseas scholarships, passage grants, scholarships for study in Public Schools etc. should be awarded to all qualified Scheduled Caste women applying for the same. For this purpose, the number of these scholarships awarded at present should be increased.

(v) In some of the districts in States, as an experimental measure at least one primary/middle/high school with attached hostels should be opened for education of Scheduled Caste girls. In these institutions, girls from poor income group (all communities) (25%) also should be admitted and all facilities including stipends given to Scheduled Caste girls should also be given to them.

(vi) Education of girls should be work-oriented. In midlde and high school classes, special training may be imparted in weaving, tailoring, typing, shorthand, etc. This will help them in settling down in life after completion of studies.

VII.8. In a country like India, the influence of women on coming generation is tremendous. An illiterate woman can only pass on her ignorance to her next generation. To educate the future generation it is, therefore, essential to educate the women in the present generation. To emancipate our women from the present social conditions, and even for the existence and success of our democracy their educational uplift is essential, as we cannot expect success in our democracy, by keeping majority of our population in ignorance. As stated by Dr. S. Radhakrishnan, "Education is the great instrument of social emancipation by which a democracy establishes, maintains and protects the spirit of equality among its members."

ANNEXURE I

Statement showing the number of scholarships awarded to Scheduled Caste students for post-matric studies in India and expenditure incurred

Year	Number of Scholarships awarded	Expd. incurred in Rs.
	Scheduled Castes	Scheduled Castes
1	2	3
1944-45	114	47,687
1945-46	292	2,11,962
1946-47	527	4,70,397
1947-48	655	5,39,307
1948-49	647	4,52,317
1949-50	879	5,15,317
1950-51	1,316	7,26,651
1951-52	1,604	8,17,976
1952-53	3,404	14,35,551
1953-54	5,954	26,86,316
1954-55	10,034	45,80,498
1955-56	16,084	63,78,432
1956-57	21,744	87,98,891
1957-58	26,447	1,00,37, 379
1958-59	32,551	1,25,86,130
1959-60	38,657	1,43,40,100
1960-61	42,071	1,67,82,412
1961-62	49,015	2,13,89,351
1962-63	55,580	2,67,55,812
1963-64	60,675	2,93,82,387
1964-65	75,146	3,41,16,043
1965-66	78,548	3,72,53,586

N.B.—The Scheme was decentralised with effect from 1959-60. The expenditure shown with effect from 1959-60 includes the amount sanctioned by the Ministry of Education, the additional amount sanctioned by the Ministry of Home Affairs for Scheduled Castes and Scheduled Tribes and the amount spent by the State Government from their own resources.

Source : Ministry of Education.

ANNEXURE II

Statement showing the number of applications received from Scheduled Caste students for post-matric scholarships, number of scholarship sanctioned and number of Schedule Caste students paid.

Source : Report of the Commissioner for Scheduled Castes and Scheduled Tribes and the Ministry of Education

Sl. No.	Name of the State/ Union Territory	1961-62			1962-63			1963-64			1964-65			1965-66		
		No. of applications received	No. of scholarships sanctioned	No. of students paid	No. of applications received	No. of scholarships sanctioned	No. of students paid	No. of applications received	No. of scholarships sanctioned	No. of students paid	No. of applications received	No. of scholarships sanctioned	No. of students paid	No. of applications received	No. of scholarships sanctioned	No. of students paid
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1.	Andhra Pradesh	2,806	2,571	1,315	3,530	3,474	3,462	3,515	3,441*	3,441*	3,669	3,479	3,479	5,118		5,161
2.	Assam	1,334	1,276	1,276	1,507	1,451	1,451	1,820	1,596	1,596	1,859	1,762	1,762	1,991		1,940
3.	Bihar	3,060	2,566	2,566	5,131	2,996	2,996	3,775	3,589	3,584	3,688	3,574	3,574	4,155		4,052
4.	Gujarat	1,443	1,407	1,407	1,579	1,468	1,468	1,809	1,763	1,763	2,283	2,266	2,260	N.A.		N.A.
5.	Jammu & Kashmir	137	137	137	153	145	145	156	156	156*	186	185	185	194		193
6.	Kerala	1,385	773	773	1,049	830	830	1,293	948	948	1,883	1,589	1,589	2,743		1,679
7.	Madhya Pradesh	1,073	913	862	1,342	1,175	1,175*	N.A.	1,175	1,175*	2,426	2,353	2,292	3,260		2,845
8.	Madras	2,448	2,323	2,323	2,621	2,563	2,563	2,040	2,804	2,804	3,554	3,390	3,390	4,594		4,340
9.	Maharashtra	7,946	7,506	7,506	9,481	9,136	9,136	10,560	9,530	9,530	12,297	12,027	12,027	13,281		12,302
10.	Mysore	2,498	2,330	2,330	3,035	2,950	2,950	3,481	3,396	3,396	3,381	3,180	3,180	3,437		3,230
11.	Orissa	282	271	271	375	371	371	436	410	410	560	540	540	648		591
12.	Punjab	3,681	3,668	3,668	4,721	4,396	4,396	4,471	4,303	4,303	4,453	4,194	4,194	4,968		4,394
13.	Rajasthan	490	409	469	613	578	577	750	720	720	864	851	851	1,247		1,241
14.	Uttar Pradesh	16,590	15,984	15,984	17,696	17,236	17,236	17,764	17,747	7,747	24,756	24,756	24,756	22,720		22,540
15.	West Bengal	6,689	6,432	6,432	7,651	6,356	6,356	9,427	8,008	8,008	10,289	10,259	10,264	11,248		10,552
	TOTAL (STATES)	51,862	48,626	18,319	60,484	55,119	55,107	62,198	59,586	9,581	76,238	74,399	74,098	79,604		75,060
	Union Territories															
1.	Delhi	335	289	289	329	315	315	407	385	385	494	483	483	616		555
2.	Himachal Pradesh	35	35	35	71	71	71	77	77	74	94	94	92	114		114
3.	Manipur	16	16	14	15	15	15	22	22	22	23	23	23	34		34
4.	Pondicherry	1	1	1	1	..	..	4	4	4	9	9	9	17		17
5.	Tripura	50	48	48	60	60	60	92	91	191	139	138	138	121		14
	TOTAL (U. Ts.)	407	389	387	476	461	461	662	579	576	759	747	745	900		831
	GRAND TOTAL	52,269	49,015	48,706	60,960	55,580	55,568	62,860	60,165	60,157	76,997	75,146	74,843	80,506		75,891

*In respect of Andhra Pradesh, scholarships sanctioned have been taken as scholarships paid. Figures for Madhya Pradesh are last year's. Figures extracted from the information furnished by Ministry of Education *vide* letter No. F5-8/66-N.S.2 dated 18-8-1966.

ANNEXURE III

Plan Outlay Expenditure in the Third Plan on Post-Matric Scholarships

(Rs. in lakhs)

Sl. No.	Category	Plan outlay (Dep. of S.W.)	Fund available from Education Min. during the 3rd Plan	Expenditure 1961-62			Expenditure 1962-63		
				Deptt. of Social Welfare *	Education Ministry **	No. of scholarships paid	Deptt. of Social Welfare *	Education Ministry **	No. of scholarships paid
1	2	3	4	5	6	7	8	9	10
	Scheduled Castes . .	360·00	629·30	75·12	125·23	48,706	118·67	124·38	55,568

Expenditure 1963-64			Expenditure 1964-65			Expenditure 1965-66		
Deptt. of Social Welfare *	Education Ministry **	No. of scholarships paid	Deptt. of Social Welfare *	Education Ministry **	No. of scholarships paid	Deptt. of Social Welfare	Education Ministry	No. of scholarships paid
11	12	13	14	15	16	17	18	19
156·61	124·82	60,157	184·49	124·87	75,028	213·06	125·23	78,548

*Figures based on progress reports.

***The Amount reported by the Ministry of Education as sanctioned has been treated as expenditure incurred.*

(*Source :* Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1963-64).

ANNEXURE IV

Reservation of seats in medical colleges for scheduled caste students and the number of applications received and students admitted in the year 1966-67

Sl. No.	Name of Medical College	Total No. of seats	% of reservation made for S. Castes	Number of applications received in the year 1966-67 from Scheduled Castes	No. of Sch. Castes candidates admitted in the year 1966-67	Whether any age/qualification or other relaxation is given to Scheduled Caste candidates for admission
1	2	3	4	5	6	7
1.	King George's Medical College, Lucknow.	189	3%	The combined pre-medical test for admission to M.B. B.S. course in the State medical colleges was held during the year by the Agra University & hence this information is not available.	5	The minimum qualifying marks for the Scheduled Caste candidates at the combined pre-medical test on the basis of which admissions are made to M.B. B.S. Course are 30% in the aggregate as against 33% for others.
2.	Lala Lajpat Rai Memorial Medical College, Meerut.	50	3%	Nil	Nil	25% marks in each subject and 30% in the aggregate combined pre-medical test.
3.	Govt. Dental College and Hospital Ahmedabad.	50	15%	3	Nil	They are required to secure 50% of the marks at the qualifying examination (Intermediate Science "B" Group or B.Sc. "B" Group).
4.	Smt. N. H. L. Municipal Medical College, Ahmedabad.	100	15%	27	10	Age and qualification as per Gujarat University rules.
5.	Lady Harding Medical College and Hospital, New Delhi.	100	20%	3—one is not selected as she has got less marks and was not eligible.	2	5% of marks.
6.	Maulana Azad Medical College	125	15% & 5% for S. Tribe.	8	5	No relaxation in age : candidate securing less than 55% marks (50% in the case of Sch. Castes/Tribes out of the aggregate of physics Chemistry, including organic chemistry. Biology and English in the Pre- medical/I.Sc.

1	2	3	4	5	6	7
						of an Indian University or any examining Board recognised by the University of Delhi or equivalent to the pre-medical will not be considered.
7.	Christian Medical College Ludhiana, Punjab.	50 per year	None	Not known	None (3 men were admitted from Backward Tribe)	None—students from the Scheduled and Backward Tribes are considered along with the other students in their quotas, and they can take admission on the merit basis.
8.	Govt. Medical College, Nagpur.	200	12%	38	22	S. C. students are considered for admission to this college who have secured upto 40% of marks obtained in qualifying examination *i.e.* B.Sc. Part I of the Nagpur University.
9.	Kakatiya Medical College, Warangal (A.P.).	Nil.	Nil.	Nil.	Nil.	Nil.
10.	S. S. Medical College, Rewa.	60	15% seats reserved for Sch. Castes.	—	2	Relaxation for percentage of marks and age.
11.	*College of Medical Sciences*, Varanasi.	74	Nil—admission is done by a competitive test on merit.	—	Nil.	Nil.
12.	S. M. S. Medical College, Jaipur.	190	6%	21	6-3 Candidates were admitted under reserved seats and 3 were admitted under general seats in order of merit. *If full quota* of such candidates is not available admissions are given to students from general merit. list.	Yes, 3 years benefit in maximum age *i.e.* upto 24 years.
13.	Medical College, Agra.	128	15%	—	4	3 years in age and 5 Nos. in marks.
14.	*Dayanand Medical* College, Lucknow.	50	—	—	—	—
15.	Medical College, Amritsar.	150	20%	4	3	No relaxation.
16.	Medical College, Rohtak.	127	20%	2	2	All applicants who possess minimum Qualifications.
17.	H. P. Medical College, Simla.	50	20%	1 (Non-Himachali)	—	Non-Himachal S.C. will not be admitted.

ANNEXURE IV—*contd.*

1	2	3	4	5	6	7
18.	M. G. M. Medical College, Indore.	150	15%	36	5	Relaxation of 5% marks.
19.	Aligarh Muslim University.	—	—	—	2	Seats are reserved for S.C. & S.T.
20.	Govt. Dental College and Hospital, Ahmedabad.	50	15%	3	Nil.	S. C. are required to secure 50% marks in the qualifying examination.

ANNEXURE V

Reservation of seats in Engineering Colleges for Scheduled Caste students and the number of applicantions received and students taken in the year 1966-67

Sl. No.	Name of the Engineering College	Total number of seats	% of reservation made for Sch. Castes	No. of applications received in the year 1966-67 from Sch. Castes	No. of Sch. Caste candidates admitted in the year 1967	Whether any age/ qualification or other relaxation is given to Scheduled Caste candidates for admission
1	2	3	4	5	6	7
1.	University College of Engineering, Osmania University, Hyderabad.	255 admissions				The minimum age qualification of attainment of 16 years on the 1st October of the year of admission is insisted upon for all. There is no maximum age limit for any group of students
	(*i*) B. E. 5 year Integrated course.		14%	91	36	
	(*ii*) B. E. 3 years Degree course for Science graduates.	14 (S.C.)	14%	3		
2.	Nagarjunasagar Engineering College, Hyderabad.	120 B. E. 5 years integrated course in Civil Electrical & Mechanical Engineering.	14%	32	13	Age :—The upper age limit is 21 years as on 31st October of the calender year of admission for other candidates. A relaxation of 3 years in the upper age is allowed in respect of Scheduled Caste candidates. *Marks*:—The minimum percentage of marks in the essential optional subjects of the qualifying examination is fixed at 40% as against a minimum of 50% prescribed for all other candidates.
3.	Regional Engineering College, Warangal, (A.P.).	250	15%	66	22 (all the eligible applicants except five were offered seats but only 22 joined the Course).	10% marks relaxation in the total marks in this essential optional subjects at the qualifying examinations is allowed upper age limit is relaxed by four years.

1	2	3	4	5	6	7
4.	L. D. College of Engineering, Ahmedabad.	300	20% seats reserved for S. C., S. T. & O.B.C. subject to the condition that difference in the marks secured in qualifying examination by the caste candidate admitted in the reserved seats and that admitted in the open seats should not exceed 10%.	Not known as the admission is offered by the Director of Technical education, Gujarat State, Ahmedabad.	22	Age relaxation upto 28 years in case of all B. C. students.
5.	Regional Engineering College, Rourkela.	255	15%	10	2	Minimum requirement:— Securing an average of 55% of marks in Physics, Chemistry, Mathematics, English in qualifying examination. reduced to 50% marks in these four subjects in the case of S.C./S.T. (2) who are not above 21 years of age on 1st July for session or who are not less than 16 years of age on 1st October. (The upper age limit is relaxable by not more than 3 years in case of S.C./S.T.
6.	Aligarh Muslim University (*i*) 1st Year B.Sc. Engineering. (*ii*) 2nd year B.Sc., Engineering. (*iii*) 1st Year Dip. Engineering.	120	Admissions to all Classes are made on merit and are open to all irrespective of caste and creed.			
7.	Visvesvaraya Regional College of Engineering Nagpur.					(*i*) The maximum age limits are relaxed by 3 years in respect of Scheduled Caste candidates.
	Maharashtra State quota					
	II B.E. (I.C.)	110	12%	29	13	(*ii*) For being eligible for admission the candidates have to secure not less than 50% of marks at the
	I B. Arch.	15	12%	11	2	

L2 Deptt. of SW/69—35

1	2	3	4	5	6	7
						minimum qualifying examination. This limit is, however, relaxed down upto 45% in respect of Scheduled Caste students.
	All India quota					
	II B.E. (I.C.)	110	15%	12	(6 out of 12 candidates who applied for admission 10 were eligible and all of them were offered also, but 6 joined. P @out of the 3 candidates who had applied for admission, 2 were eligible and both of them were offered seats but none joined.	
8.	College of Engineering, Amravati.	180	12%	17	16	Yes :—Relaxation by 5 years *i.e.* from 23 years to 28 years is granted to scheduled Caste students. No relaxation in maximum qualification for admission.
9.	*(*i*) V. J. Technical Institute Matunga, *Bombay*.	190 } Intake capacity of the *F.Y. Engineering* Class.	Nil	Nil	Nil	Nil *The first 2 Colleges have private management and the third is managed by the Government of Goa, Daman and Diu. The University has not issued any directions to the colleges requiring them to reserve a fixed percentage of seats for the S. C. students.
	*(*ii*) Sardar Patel College of Engineering, Andheri, Bombay.	180				
	*(*iii*) College of Engineering, *Panaji*, Goa.	60				
10.	Anamali University, *Engineering* Technology.	180	15%	19 in Engineering technology including S.T.	All the S.C. candidates who appeared for the interview were issued admission card but only 6 of them joined the course.	Yes. Candidates belonging to Scheduled Castes should have passed the D.U.C. examination in not more than 3 attempts while others should have passed the examination in not more than 2 attempts. Those belonging to communities other

1	2	3	4	5	6	7
						than S. C. etc. should moreover obtain 120 marks in Physical sciences and Mathematics, put together with a minimum of 50 marks (B Grade) in each. The maximum age prescribed for selection is 21 years on the 1st July, but it is 24 years in case of Scheduled Caste candidates.
11.	Malviya Regional Engineering College, Jaipur.	180	15%	14 (from eligible candidates)	10 admission was offered to 14 candidates but only 10 came forward were admitted.	Yes. (*i*) Relaxation in upper age limit 3 years. (*ii*) Relaxation of 5% of marks prescribed for admission.
12.	Government Engineering College, Rewa (MP).	120	15% of total seats.	4	4	(i) The candidates must pass the qualifying examination prescribed for admission. (ii) The upper age limit shall be relaxable by 3 years for such candidates.
13.	Engineering College B. Hindu University					No special seats are reserved for admission to Scheduled Caste students, but a weightage of 15% in the total marks is given *i.e.* if an applicant obtained 50% he will be deemed to have secured 65 for purpose of selection. The extent of reduction in the minimum admission marks is 50%. No weightage is given to those, who secure less than 50% marks in total. Age limit for admission of Scheduled Castes for 1st year integ class is minimum 16 years and maximum 23 years and for 2nd year integ class minimum 17 years and maximum 24 years.
	(*i*) 1st Year Integ Class.	270	—	—	4	
	(*ii*) 2nd Year Integ Class.	—	—	—	3	

ANNEXURE V—*concld.*

1	2	3	4	5	6	7
14.	Delhi College of Engineering, Kashmere Gate, Delhi.	250	15% of the total seats.	45	27	Relaxation is given in the minimum requirement of marks for admission upto the extent of 10% in aggregate marks. No relaxation in the minimum age requirement.
15.	School of Planning and Architecture, 4, Block, P, Indraprastha Estate, New Delhi-1.	30	15%	—	—	No relaxation of minimum age is given. Scheduled Caste candidates must be 16 years of age before 1st October of the year of admission, as other students must be. No relaxation in prescribed qualification is given. But relaxation of 5% of the prescribed % of aggregate marks is given.
16.	Shri Govindram Seksaria Technological Institute, Indore.	240	15%	14	4	Upper age limit relaxable by 3 years. All those who secure minimum marks are eligible.
17.	University College of Engineering, Burla.	150	5%	7	5	Nil
18.	Madan Mohan Malaviaya Engineering College, Gorakhpur.	120	20%	34	7	5% relaxation in marks and upper age limit relaxation by 3 years.
19.	Agra University, Agra	60	2%	6	1	3 years in age and 5 No. in marks.
20.	Jadavpur University	490	—	110	4	3 years relaxation in age and relaxation in marks upto 10%.
21.	Guru Nanak Engineering College, Ludhiana.	360	20%	23	18	Age relaxation by 3 years and reduction of 10 in marks.
22.	Banaras Hindu University, Varanasi.	50	Nil	Nil	Nil	Age relaxation by 3 years.

ANNEXURE VI

List of Principals of Residential Schools in India

1. The Principal,
Hyderabad Public School,
Begumpet,
Hyderabad-16.

2. The Principal,
Rishi Valley School,
Chittor Distt.,
P.O. Rishi Valley
School, (Andhra Pradesh).

3. The Principal,
St. Edmund's School,
Shillong.

4. The Principal,
Loreto Convent,
Shillong.

5. The Principal,
Vivekananda Vidyalay,
Digboi (Assam).

6. The Principal,
Vikas Vidyalaya,
Ranchi (Bihar).

7. The Principal,
Netarhat Vidyalaya,
Netarhat, Via Ranchi.

8. The Principal,
Shri Ramakrishna Mission,
Vidyapith,
Deogarh (Bihar).

9. The Principal,
Rajkumar College,
Rajkot (Gujarat).

10. The Principal,
Shreyas Foundation,
Ahmedabad.

11. The Principal,
Sainik School,
Post Hadiana,
Balachadi,
Jamnagar.

12. The Principal,
Lawrence School,
Lovedale, Nilgiris,
(Madras).

13. The Principal,
Besant Theosophical
High School,
Adyar,
Madras-20.

14. The Principal,
Madras Christian College
School, Chetpat,
Madras-31.

15. The Principal,
Daly College,
Indore.

16. The Principal,
Rajkumar College,
Raipur, M. P.

17. The Principal,
Scindia School,
Gwalior.

18. The Principal,
Hansraj Morarji Public School,
Andheri,
Bombay -58.

19. The Principal,
Shri Shivaji Preparatory
Military School,
Poona-5.

20. The Principal,
National Model School,
Aga Khan Palace,
Poona-6.

21. The Principal,
Bhonsale Military School,
Ramabhoomi,
Nasik.

22. The Principal,
Boys Town, Trimbak Road,
Nasik.

23. The Principal,
Sanjeewan Vidyalaya,
Panchgani.

24. The Principal,
Sainik School,
Satara.

25. The Principal,
Shri Ramakrishna Vidyalaya,
Yadavgiri,
Mysore.

26. The Principal,
Yadavindra Public School,
Patiala.

27. The Principal,
Punjab Public School,
Nabha.

28. The Principal,
Sainik School, Kunjpura,
(Karnal).

29. The Principal,
Sainik School,
Kapurthala
(Punjab).

30. The Principal,
MGD Girls' Public School,
Jaipur.

31. The Principal,
Mayo College,
Ajmer.

32. The Principal,
Sadul Public School,
Bikaner.

33. The Principal,
Birla Public School,
Pilani.

34. The Principal,
Vidyabhavan,
Udaipur.

35. The Principal,
Banasthali Vidyapith,
Banasthali P.O.

36. The Principal,
Sainik School,
Chittorgarh.

37. The Principal,
Doon School
Chand Bagh,
Dehra Dun.

38. The Principal,
Birla Vidya Bhavan,
Nainital.

39. The Principal,
Colvin Taluqdar College,
Lucknow.

40. The Principal,
Rajghat Besant School,
Rajghat Fort,
Varanasi.

41. The Principal,
Shri Ramakrishna Mission,
Boys Home, (Higher Secondary
Multipurpose School),
P.O. Rahra,
24-Parganas Distt.

42. The Principal,
Ramakrishna Mission,
Residential Multipurpose School,
P.O. Narendrapur,
24-Parganas,
West Bengal.

43. The Principal,
Shri Ramakrishna Mission
Vidyapith, Purulia,
W.B.

44. The Principal,
Sainik School,
Purulia.

45. The Principal,
Gokhala Memorial Girls School,
1/1, Harish Mookherjee Road,
Calcutta-20.

46. The Principal,
St. John's Diocesan School,
17, Sarat Bose Road,
Calcutta-20.

47. The Principal,
Patha Bhavan,
Santiniketan,
West Bengal.

48. The Principal,
Modern School,
New Delhi.

49. The Principal,
Air Force Central School,
Club Road, New Delhi.

50. The Principal,
Lawrence School,
Sanawar,
(Simla Hills),

51. The Principal,
Bhiship Cotton School,
Simla.

52. The Principal,
Sainik School,
Bhubhaneshwar,
Orissa.

53. The Principal,
Nicholson Syrian Girls High School,
Tiruvalla,
Kerala.

54. The Mother's School,
Shri Aurobindo Ashram,
New Delhi-16.

PARTS IV & V

REPORT OF THE COMMITTEE ON UNTOUCHABILITY, ECONOMIC AND EDUCATIONAL DEVELOPMENT OF THE SCHEDULED CASTES

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PART IV

CENTRAL SERVICES

CHAPTER I

REPRESENTATION OF SCHEDULED CASTES IN CENTRAL GOVERNMENT SERVICES

From time immemorial, the Scheduled Castes have been economically dependent on the other castes and their employment has been restricted to comparatively less remunerative occupations. Since most of them had to work as landless agricultural labourers and they were at the mercy of landlords, they could not afford to take advantage of the educational facilities provided by the State. The Society also did not look after their well being and hence they continued to earn their livelihood through their traditional occupations. However, the economic and social slavery resulted in widening the gulf between the governing class and the governed masses which ultimately led to the internal instability of the country. With the passage of time it was, therefore, recognised that the internal stability of the country cannot be maintained unless all the sections of the community are given a fair share in the administration. Realising this, the then Government of India issued instructions in July, 1934, that the duly qualified candidates belonging to the Scheduled Castes should not be deprived of a fair opportunity of appointment in the public services simply because they were not able to compete in an open competition. As it was difficult to get qualified candidates in sufficient number from amongst the Scheduled Castes because they were educationally backward, the Government at that time felt that it was not necessary to earmark a definite percentage of the vacancies for these classes. In 1942, when the position was reviewed, it was found that the progress of giving increased representation to Scheduled Castes in public services was very much unsatisfactory. Considering that the reservation of a definite percentage of vacancies in services for Scheduled Castes might provide the necessary stimulus to the candidates from these castes to equip themselves with better educational qualifications and thus become eligible for various posts and services, the Government issued orders in August, 1943 to reserve $8\frac{1}{2}\%$ of vacancies for the Scheduled Castes although they were entitled for 12.75% reservation on the basis of population as per 1941 census. This was done in view of the shortage of suitable candidates available from these castes and it was proposed that the percentage would be raised when adequate number of qualified Scheduled Castes candidates were available. The maximum age limit for entry into service was relaxed by 3 years in case of candidates belonging to Scheduled Castes and the fee prescribed for admission to an examination or selection in connection with the recruitment was also reduced to 1/4th in their case. These orders were made applicable to Central Services Class I and II and the subordinate services under the administrative control of the Government of India with a few exceptions in case of services and posts for which highly technical and special qualifications were required. This reservation of $8\frac{1}{3}\%$. was, however, raised to $12\frac{1}{2}\%$ in June, 1946 to correspond to the percentage of the population of the Scheduled Castes to the total population of the country.

2. After independence, in August, 1947, reservation for Scheduled Castes continued at $12\frac{1}{2}\%$ in case of direct recruitment and in case of recruitment otherwise than by open competition it was raised to $16\frac{2}{3}\%$.

Constitutional Provisions

3. The whole question of making reservation for Scheduled Castes and grant of other concessions to increase their representation in services was reviewed as soon as the Indian Constitution came into force. The relevant articles of the Constitution under which reservation in posts and services under the Union and the State Governments have been made in favour of Scheduled Castes, are reproduced below :—

> "16(4) Nothing in this Article shall prevent the State from making any provision for the reservation of appointments or posts in favour of any backward class of citizens which, in the

opinion of the State, is not adequately represented in the services under the State."

"335. The claims of the members of the Scheduled Castes and the Scheduled Tribes shall be taken into consideration, consistently with the maintenance of efficiency of administration in the making of appointments to services and posts in connections with the affairs of the Union or of a State."

It will be observed from the above that while Article 335 of the Constitution provides that the claims of the members of the Scheduled Castes should be taken into consideration in making appointments to the posts and services under the Central Government as well as the State Governments, the Article 16(4) permits reservation in favour of Scheduled Castes who are not adequately represented in services.

Percentage of reservation prescribed by the Central Government

4. In fulfilment of these obligations made under the Constitution, referred to above, the Government of India have made the following reservation for Scheduled Castes in the services under their control :—

(i) *Direct recruitment*: 12½% of the vacancies filled by direct recruitment in the case of recruitment to posts and services on an all India basis by open competition, *i.e.* through the Union Public Service Commission or by means of open competitive tests held by any other authority. Where recruitment is made otherwise than by open competition, the reservation is 16⅔%.

(ii) *Reservation in promotion*: Prior to 8th November, 1963, reservations were provided for Scheduled Castes 12½% in all posts filled by promotion through limited competitive examinations open to Departmental candidates. There was no reservation in posts filled by promotion by selection or on the basis of seniority-*cum*-fitness in any appointment whether in Class I, II, III, or IV.

5. In April* 1961 the Supreme Court held that under Article 16(4) of the Constitution, it was permissible to make reservations for backward classes not only in initial appointment but also of posts filled in by promotion. In the Home Ministry's O.M. No. 1/10/61-Est(D) dated 8th November 1963, reservations at 12½% and 5% of the vacancies were provided for Scheduled Castes and Scheduled Tribes in Class III and IV posts filled by promotion based on (i) selection or (ii) the results of competitive examinations limited to departmental candidates, in grades or services to which there was no direct recruitment whatsoever. The aforesaid Office Memorandum of 8-11-1963 also provides that there would be no reservation for Scheduled Castes and Scheduled Tribes in appointments made by promotion to a Class II or a higher service or post, whether on the basis of seniority-*cum*-fitness, selection or competition examinations limited to departmental candidates

2. The Government of India have reviewed their policy in regard to reservations and other concessions to Scheduled Castes and Scheduled Tribes in posts filled by promotion and have, in supersession of the orders in the aforesaid Office Memorandum dated 8-11-1963 decided as follows:—

A. PROMOTIONS THROUGH LIMITED DEPARTMENTAL COMPETITIVE EXAMINATIONS

There will be reservations at 12½% and 5% of vacancies for Scheduled Castes and Scheduled Tribes respectively in promotions made on the basis of competitive examination limited to departmental candidates, within or to Class II, III and IV posts, in grades or services in which the element of direct recruitment, if any, does not exceed 50 per cent.

B. PROMOTIONS BY SELECTION METHOD

(a) *Class I and II Appointments*:

In promotions by selection from Class III to Class II and within Class II and from Class II to the lowest rung or category in Class I, the following procedure will be adopted :—

In promotions by Selection, employees in the field of eligibility numbering 5 or 6 times the estimated number of vacancies are normally considered for inclusion in the select list, *vide* Ministry of Home Affairs' Office Memorandum No. F. 1/4/55-RPS, dated 16-5-1957. After rejecting those who are

*Supreme Court Judgment in Civil Appeal No. 341 of 1960 in the matter of G.M.S. Rly & Ors *vs.* K. Rangachari dt. 28th April, 1961. (It is in favour of Scheduled Castes for reservation in promotion Posts and Services).

unfit for promotion, the Departmental Promotion Committee proceeds to categorise the remaining eligible employees into three categories, namely, 'Outstanding', 'Very Good' and 'Good'. Thereafter, the Committee draws up a select list placing all employees in the 'Outstanding' category at the top, followed by those categorised as 'Very Good' and then by those categorised as 'Good', the *inter se* seniority within each category being maintained. As a measure of improving representation of Scheduled Castes/Scheduled Tribes in Services it has now been further decided that :—

(*i*) If within the zone of eligibilty there are any Scheduled Castes and Scheduled Tribes employees, those amongst them who are considered unfit for promotion by the Departmental Promotion Committee will excluded from consideration. Thereafter, the remaining Scheduled Castes and Scheduled Tribes employees will be given by the Departmental Promotion Committee one grading higher than the grading otherwise assignable to them on the basis of their record of services, *i.e.*, if any Scheduled Castes or Scheduled Tribes employee has been categorised by the Committee on the basis of his record of service as 'Good', he should be recategorised by the Committee as 'Very Good'. Likewise, if any Scheduled Caste or Scheduled Tribe employee is graded as 'Very Good' on the basis of his record of service, he will be recategorised by the Committee as 'Outstanding'. Of course, if any Scheduled Castes or Scheduled Tribes employee has already been categorised by the Committee on the basis of his record of service as 'Outstanding', no recategorisation will be needed in his case.

The above concession would be confined to only 25% of the total vacancies in a particular grade or post filled in a year from the Select List. While making promotions from the Select List the appointing authority should, therefore, check up that the Scheduled Castes/Scheduled Tribes employees promoted *in a year on the basis of this concession* are limited to 25% of the posts filled in a year from the Select List prepared according to the procedure outlined above; and

(ii) Those Scheduled Castes/Scheduled Tribes employees who are senior enough in the seniority list so as to be within the number of vacancies for which the Select List has to be drawn, should be included in the Select List, if they are not considered unfit for promotion and should also be given one grading higher than the grading otherwise assignable to them on the basis of their record of service and their place in the Select List determined on the basis of his higher categorisation. This would imply that even where, in some case, the Select List were to consist of, say, only 'Outstanding' non-Scheduled Caste/non-Scheduled Tribe candidates, adequate number of them being available from the field of eligibility or zone of consideration, those Scheduled Caste/Scheduled Tribe candidates who are high up in the eligibility list and are within the number of estimated vacancies for which the Select List is being prepared will, even if they are only 'Good' and after higher categorisation by one degree are categorised as 'Very Good', have to be included in the Select List, but they will be placed below the 'Outstanding' candidates in the Select List.

(b) *Class III and IV appointments*

There will no reservation at 12½% and 5% of the vacancies for Scheduled Castes and Scheduled Tribes respectively in promotions made by selection in or to Class III and IV posts, in grades or services in which the element of direct recruitment if any, does not exceed 50 per cent.

Select Lists of Scheduled Caste/Scheduled Tribe officers should be drawn up separately to fill the reserved vacancies as at present; officers belonging to these classes will be adjudged separately and not along with other officers; and if they are fit for promotion, they should be included in the list—irrespective of their merit as compared to other officers. Promotions against reserved vacancies will continue to be subject to the candidates satisfying the prescribed minimum standards.

C. PROMOTIONS ON THE BASIS OF SENIORITY SUBJECT TO FITNESS

There will be no reservation for Scheduled Castes and Scheduled Tribes in appointments made by promotion on the

basis of seniority subject to fitness, but cases involving supersession of Scheduled Castes and Scheduled Tribes Officers in Class I and II appointments will, as at present, be submitted for prior approval to the Minister or Deputy Minister concerned. Cases involving supersession of Scheduled Castes and Scheduled Tribes Officers in Class III and IV appointments will, as at present, be reported within a month to the Minister or Deputy Minister concerned for information.

3. The following instructions will apply to the filling of vacancies *reserved* for Scheduled Castes and Scheduled Tribes under the orders contained in this Office Memorandum :—

(1) (a) Scheduled Caste and Scheduled Tribe Officers who are within the normal zone of consideration should be considered for promotion along with others and adjudged on the same basis as others and those Sheduled Castes and Scheduled Tribes amongst them who are selected on that basis may be included in the general select list in addition to their being considered for separate select lists for Scheduled Castes and Scheduled Tribes respectively.

(b) If candidates from Scheduled Castes and Scheduled Tribes obtain on the basis of their positions in the aforesaid general Select List, less vacancies than are reserved for them, the difference should be made up by selected candidates of these communities who are in the separate select lists for Scheduled Castes and Scheduled Tribes separately.

(2) In the separate select lists drawn up for (i) Scheduled Castes and (ii) Scheduled Tribes, Officers belonging to Scheduled Castes or Scheduled Tribes, as the case may be, will be adjudged separately amongst themselves and not along with other officers, and, if selected they should be included in the concerned separate select list, irrespective of their merit as compared to other officers. It is needless mention that officers not belonging to Scheduled Castes and Scheduled Tribes will not be considered whilst drawing up separate select lists for Scheduled Castes and Scheduled Tribes. For being considered for inclusion in the aforesaid separate select lists the zone of consideration for Scheduled Castes and Scheduled Tribes, as the case may be, would be of the same size as that for the general select list, that is, if for the general select list, the zone of consideration is 5 times the number of vacancies likely to be filled, the zone for consideration for the separate lists for Scheduled Castes will also be 5 times the number of reserved vacancies for them and likewise for Scheduled Tribes, subject of course to the condition that officers coming within such zone are eligible, by length of service etc., as prescribed, for being considered for promotion.

(3) For giving effect to the reservations in promotions prescribed in this Office Memorandum, it has been decided that a separate roster on the lines of the roster, prescribed in Annexure I to Office Memorandum No. 1/13/63-SCT(I), dated the 21st December, 1963 (in which points 1, 9, 17, 25 and 33 are reserved for Scheduled Castes and points 4 and 21 for Scheduled Tribes) should be followed. If, owing to non-availability of suitable candidates belonging to Scheduled Castes or Scheduled Tribes as the case may be, it become necessary to dereserve a reserved vacancy, a reference of for dereservation should be made to this Ministry indicating whether claims of Scheduled Castes/Scheduled Tribes candidates eligible for promotion in reserved vacancies have been considered in the manner indicated in (1) and (2) above. When dereservations are agreed to by this Ministry, the reserved vacancies can be filled by other candidates, subject to the reservations being carried forward to two recruitment years in accordance with this Ministry's Office Memorandum No. 1/4/64-SCT(I), dated the 2nd September, 1964.

(4) Where promotions in the above manner are first made on a long-term officiating basis, confirmations should be made according to the general rule *viz.*, that an officer who has secured earlier officiating promotion on the basis of his place in the select lists(s) should also be confirmed earlier and thus enabled to retain the advantage gained by

him, provided that he maintains an appropriate standard *vide* para 1(iii) of this Ministry's Office Memorandum No. F. 1/1/55-RPS, dated the 17th February, 1955. But the principle of reservations would not apply again at the time of confirmation of promotees.

Other Concessions

6. With a view to increase the intake of Scheduled Castes in services, the following special measures have been taken by the Government :—

(i) *Carry forward of reserved vacancies**

Reservation in vacancies which cannot be filled due to non-availability of Scheduled Castes in a particular year are carried forward and added to the normal reservations during the subsequent two years. This is, however, subject to the number of normal reserved vacancies to gether not exceeding† 45% of the total number of vacancies in any recruitment year.

(ii) *Prior approval for de-reservation*

Prior approval of the Ministry of Home Affairs is required to be obtained by the appointing authorities, whenever it becomes necessary to dereserve a reserved vacancy due to non-availability of suitable candidates belonging to Scheduled castes.

(iii) *Safeguards in the matter of promotion*

In the case of promotions in or two Class I or II on the basis of seniority subject to fitness cases involving supersession of Scheduled Castes Officers are required to be submitted for approval of the Minister or Deputy Minister concerned. Cases of such supersessions in Class III and IV posts are required to be reported within a month to the Minister or Deputy Minister concerned for information.

(iv) *Age-relaxation*

The maximum age-limit prescribed for appointment to a service or post is increased by 5 years in the case of candidates belonging to Scheduled Castes.

(v) *Relaxation of standard of suitability*

In recruitment through competitive examinations or otherwise, the candidates belonging to Scheduled Castes possessing a lower standard than of others can be selected provided they possess the prescribed minimum educational and technical qualifications.

(iv) *Fee concession*

The fee prescribed for admission to examination or selection to a service or post is reduced to ¼th in the case of candidates belonging these communities.

(vii) *Travelling allowance for interview*

Scheduled Caste candidates called for interview are given railway fare from the normal place of residence to the place of interview and back.

(viii) *Publicity to reserved vacancies*

(a) *Advertisements*: Vacancies in posts and services recruitment to which is made on an all India basis [illegible] required to be advertised in sev[illegible] English and Indian languges ne[illegible] papers published from diff[illegible] cities. Vacancies in Class III [illegible] IV posts are required to be [illegible] tised in local newspapers.

(b) *Associations of Scheduled C*[illegible] The reserved vacancies are [illegible] be brought to the notice of [illegible] cognised associations of Sch[illegible] Castes and their branches.

(ix) *Annual Statements*

Each recruitment authority is to su[illegible] every year to the administrative Minis[illegible] and the Ministry of Home Affairs. state[illegible] ments showing the recruitment of Scheduled Castes made against reserved vacancies during the particular year. These returns are required to be scrutinised in the Home Minisrty and comments communicated to the concerned Ministries.

(x) *Liaison Officers*

Officers of the rank of Deputy Secretary are required to be nominated by Ministries

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*Min. of H.A., O. M. No. 2/11/55-RPS dated 7th May 1955

†This limite of 45% was imposed only in 1963 *vide* Min. of H.A.O.M. No. 2/24/65. Estt. (D) dt. the 4th Dec. 1963. Before this, while the Min. of H. A. had prescribed for the carrying forward of the unfilled reserved vacancies upto two subsequent recruitment years, but there was no restriction in the number of vacancies reserved for Scheduled Castes and Scheduled Tribes, which could be carried forward to the two successive years. Although no mention was made in the orders issued by the Min. of H.A., this was done after the Supreme Court Judgement on Petition No. 87 of 1963 in the case of T. Devadasman Vs. The Union of India in which the majority judgement held that the total carried forward reserved vacancies may be less than 50% of the Vacancies. It will be worth mentioning here that the then Justice Subba Rao in the same case gave a note of dissent wherein he had held that it was not against the provisions of the Constitution if the total carried forward reserved vacancies exceed the limit of 50%.

and Departments to work as Liaison Officers who are to be in overall charge of the work relating to special representation their respective Ministries and attached, subordinate offices and are to be responsible for ensuring that the instructions on this behalf are strictly complied with.

Actual Representation

7. With a view to assess the progress made during the last several years in the matter of employment of Scheduled Castes under various Ministries of the Government of India and their attached and subordinate offices, we requested the Ministry of Home Affiairs as well as the other Ministries to furnish the information for a period of 10 years in the prescribed proformae. It is regretted that despite the fact that the Ministry of Home Affairs have prescribed maintenance and submission returns of annual returns showing the recruitment of Scheduled Castes made against the reserved vacancies, none the Ministries could furnish complete up-to-date information on the subject. Committee pursued this matter vigo- with the various Departments by giving them reminders at different levels for a period of 2½ years. We made a last effort by addressing Demi-officially the Secretaries of the various Ministries but even with their intervention and assurances complete information could not be furnished to us. The Committee fails to understand as to why it should be difficult for the various Ministries to give us consolidated figures in respect of the staff employed by them, especially when they are required to maintain and submit regularly annual returns in this regard to the Ministry of Home Affairs. It is really strange that even the institution of Liaison officers, who are supposed to be the officers of the rank of Deputy Secretaries has also not ensured that up-to-date and complete statistics are maintained so that they could at any time judge wheher the various orders are being implemented properly. However, we have tried to make use of the information supplied to the Committee by the various Ministries of for the year 1964. The consolidated information supplied by the Directorate General, Employment and Training and the Ministry of Home Affairs is given below :—

Table Showing progressive representation of Scheduled Castes in Central Government Services

Year	Class I			Class II			Class III			Class IV		
	Total Employees	S.C.	%	Total employees	S.C.	%	Total employees	S.C.	%	Total employees	S.C.	%
1959	10,403	123	1·18	20,501	488	2·38	829,471	57,625	6·95	314,705	157,704	17·24
1960	11,621	135	1·16	22,486	548	2·44	875,103	62,566	7·15	920,718	159,875	17·19
1961	12,254	177	1·44	23,295	569	2·44	697,633	67,205	7·49	933,754	160,546	17·19
1962	14,568	185	1·26	29,744	839	2·88	916,357	70,955	7·74	948,593	164,429	17·33
1963	18,177	239	1·39	29,482	769	2·61	10,741	70,719	7·91	1,063,525	186,674	17·55
1964	18,040	278	1·54	28,789	799	2·78	104,689	87,510	8·36	1,113,148	194,621	17·48
1965	20,553	327	1·59	36,980	927	2·51	1,128,174	17,119	8·61	1,143,639	196,409.	17·17
1966	20,379	361	1·77	30,001	974	3·25	1,117,554	99,017	8·86	1,178,825	211,073	17·94

A close examination of the above table reveals the following facts. The representation of S.C. in Class I is 1·77 in 1966 which is miserably low. In 1959 the total number of employees was 10,403 and it has raised to 20.379 in 1966 whereas the S.C. representation has increased only by 0·59%. The representation of S.C. in Class II is distressingly low. The increase in their representation from 1959 to 1966 is only 0·87% whereas the total number of employees has increased by 46·3%. In Class III also their representation is only 8·86 which is quite below 12½% fixed for them.

Ministry of Commerce : The table below gives the information regarding the actual representation of S. C. during the year 1964:

Sl. No.	Name of Office	Class I Total including S.C.	Class I S.C.	Class II Total including S.C.	Class II S.C.	Class III Total including S.C.	Class III S.C.	Class IV Total including S.C.	Class IV S.C.
1.	Directorate of Cardamon Dev. & Marketing, Bangalore	1	..	1	..	12	2	5	2
2.	Office of the Jute Commission, Calcutta . .	7	..	5		64	5	20	2
3.	*Tariff Commission, Bombay*	3	1	21	..	75	5	43	10
4.	Directorate of Weights and Measures, Regional Liaison Org., Calcutta . . .	1	..	1	..	2	..	1	..
5.	Central Sericultural Research Station, Behrampur	6	..	..	..	53	5	42	9
6.	Ministry of Commerce (Main Secretariat) . .	49	2	25	1	82	5	156	23
		67	3(4·48)	53	(1(1·80)	288	92 (7·6)	267	46 (17·23)

It will be noticed from the above table that the percentage of S. C. in Class I is 4.48, Class II 1·8 and Class III 7·6 which is less than 12% fixed for them.

Ministry of information and Broadcasting

Name of the office 1	Class I Total 2	Class I S.C. 3	% 4	Class II Total 5	Class II S.C. 6	% 7	Class III Total 8	Class III S.C. 9	% 10	Class IV Total 11	Class IV S.C. 12	% 13
1. Song & Drama Dvn.	3	..		2	..		18	2		7	4	
2. Photo Dvn.	2	..		17	1		82	2		29	5	
3. Press Information Bureau .	69	..		180	5		614	68		330	98	
4. Central Board of Film Census .	5	..		3	1		45	5		25	6	
5. Film Institute of India, Poona .	9	..		16	..		65	2		58	11	
6. Regr. of News papers for India .	2	..		31	..		50	2		10	2	
7. Publication Dvn. (Old Sectt.) .	42	..		110	2		197	24		133	20	
8. Dte. of Field Publicity . . .	10	1		44	9		258	17		168	44	
TOTAL . . .	142	1	10%	403	18	4·4%	1,329	122	9·18%	750	190	25%

It is clear from the above table the representation of S.C. is 0·7% in Class I 4·4% in Class II and 9·18% in Class III.

Ministry of Labour, Employment, & Rehablitation

Name of the Office 1	Class I Total 2	Class I S.C. 3	% 4	Class II Total 5	Class II S.C. 6	% 7	Class III Total 8	Class III S.C. 9	% 10	Class IV Total 11	Class IV S.C. 12	% 13
1. Office of the Iron Ore, Mines Cess, Commissioner. Bihar	..	..		..	..		..	7		..	4	
2. *Director, Labour Bureau, Simla* .	33	1		36	1		184	27		54	13	
3. Central Govt., Industrial Tribunal Bombay	1	..		..			2	..		3	1	
4. Mica Mines Labour Welfare Fund Bihar	2	..		15	..		149	5		174	20	
5. Regional Labour Commissioner (C) Implementation, Dhanbad . . .	2	1		1	..		4	1		3	..	
6. Chief Inspector of Mines, Dhanbad .	55	1		10	2		407	55		209	37	
7. Chairman Mica Mines Labour Welfare Fund, Nellore	..	..		3	..		75	2		34	9	
8. Chief Labour Commissioner Central	..	..		97	7		254	37		140	37	
9. Dte General of Factory Advice Service & Labour Institute . .	45	..		38	2		77	13		43	16	

1	2	3	4	5	6	7	8	9	10	11	12
10. Mica Mines Labour Welfare Fund, Rajasthan	..	..		2	..		98	1		43	2
11. Dhundhar Relief Camp Bamhni, M.P.	1	..		3	..		29	10		9	4
12. Pay & Accounts Office, Jagdalpur	..	..		6	..		144	1		24	2
13. Rehabilitation Reclamation Org.	4	..		13	..		545	28		97	10
14. Central Claims Org., New Delhi	1	..		1	..		39	3		11	6
15. Office of the Custodian of Deposits	..	..		1	..		10	2		4	..
16. Chief Labour Commissioner, New Delhi	1	..		3	..		28	8		19	5
17. Pay & Accts. Office, Calcutta	..	..		1	..		115	1		1	..
18. Pay & Accts. Office, New Delhi	..	..		4	..		161	5		31	2
19. Deptt. of Labour & Employment, its attached & subordinate offices	267	16		541	45		2,038	49		1,461	427
TOTAL	411	19		772	57		4,259	255		2,360	598
		(4·62)			(7·38)			(5·99)			(21·10)

This shows that the representation of S.C. in Class I, II & III is only 4·62% 7·38% & 5·99% respectively.

Ministry of Works and Housing

Name of Office	Class I Total employees	Class I S.C.	%	Class II Total employees	Class II S.C.	%	Class III Total employees	Class III S.C.	%	Class IV (including sweepers) Total employees	Class IV S.C.	%
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Dte. of Supplies & Disposal Bombay	..	..		...	..		213	21		82	17	
2. Central P.W.D.	498	5		1,153	20		5,055	464		2,162	357	
3. Chief Controller of Printing & Stationery	30	..		194	3		8,344	975		5,004	1,014	
4. Dte. of Estt. (Hqrs).	18	..		78	4		427	48		225	40	
5. Office of the Estate Manager, Bombay	1	..		1	..		24	2		11	6	
6. Estates Office of the Estates, Manager Calcutta	1	..		2	..		40	10		23	8	
7. National Building Organisation	11	..		9	..		25	..		20	3	
8. Land & Development Office, New Delhi	4	..		10	1		154	13		58	17	
9. Town & Country Planning Org.	22	..		30	1		85	6		49	8	
TOTAL	585	5	(·86)	1,477	29	(1·98)	14,367	1,539	(10·71)	7,634	1,460	(19·12)

It is clear the representation of S.C. in Class I is 0·86, Class II. 1·98. Class III 10·71.

Ministry of Irrigation and Power

Name of Office	Class I Total	Class I S.C.	%	Class II Total	Class II S.C.	%	Class III Total	Class III S.C.	%	Class IV (including Sweepers) Total	Class IV S.C.	%
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Ministry (Main Sectt.)	40	..		116	4		227	17		117	20	
2. Central Water & Supply Commission (PW) (Main Sectt.)	..	..		58	1		182	19		176	30	
3. Central Water & Power Commission, Poona	265	7		158	10		1,472	67		521	105	
4. Chambal Control Board New Delhi	2	..		1	..		32	4		7	..	

Ministry of Irrigation and Power

1	2	3	4	5	6	7	8	9	10	11	12	13
5. Ganga Discharge Circle .	9	1		11	1		215	15		53	6	
6. Farakka Barrage Control Board	2	...		..	...		16	2		7	2	
7. Farakka Barrage Project .	16	...		36	..		325	3		136	11	
8. Ministry of I & P (Main Sectt.)	50	...		126	4		278	11		117	20	
9. Central Water and Power Commission (Power Wing) .	167	4		144	2		202	15		194	34	
10. Central Water & Power Commission (Water Wing) . .	267	7		207	12		1,745	79		591	105	
11. Farakka Barrage Control Board	1	...		...	...		11	2		5	1	
12. Financial Adviser and Chief Accounts Officer Farakka Barrage Project Murshidabad, West Bengal	..	...		...	...		1	1		5	3	
13. Chief Engineer Farakka Project Murshidabad, West Bengal	16	...		36	..		325	..		136	5	
TOTAL .	835	19	(2·38)	893	34	((3·82)	5,031	241	(4·79)	2,065	342	(6·56)

According to the above table the S.C. representation in Class I, II, III and IV is 2·38%, 3·82%, 4·79 and 6·56 respectively. It is strange that even in Class IV the percentage is not maintained.

Ministry of Law

Name of Officer	Class I			Class II			Class III			Class IV (including Sweepers)		
	Total	S.C.	%	Total	S.C.	%	Total	S.C.	%	Total	S.C.	%
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Deptt. of Company Affairs .	55	..		126	6		636	60		232	41	
2. Income Tax Appellate Tribunal	26	...		10	..		112	14		88	15	
TOTAL .	81	..		136	6	(4·41)	748	74	(9·89)	320	56	(17·5)

It is seen that in Class I the representation zero, in class II 4·41% and Class III 9·89%.

Ministry of External Affairs

The percentage of actual representation of Scheduled Castes in Classes I, II and III posts in the main Secretariat of the Ministry for which only the information has been furnished is 2.31, 2.56 and 5.2 which is very poor.

It is very unfortunate that information about reservation by promotional posts has not been supplied by the Ministry.

Ministry of Communications

Name of Office	Class I			Class II			Class III			Class IV (including sweepers)		
	Total	S.C.	%	Total	S.C.	%	Total	S.C.	%	Total	S. C.	%
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Deptt. of Communs .	16	..		49	4		59	6		41	6	
2. Overseas Communs-Service	22	...		195	4		1,399	187		455	117	
3. Monitoring Org. . .	...	...		8	1		74	4		31	8	
4. Posts & Telegraphs Deptt.	648	16		1,001	4		190,481	20,107		56,026	9,430	
TOTAL .	686	16 (2·53)		1,253	13 (1·03)		192,013	20,304 (10·57)		56,553	9,561 (16·9)	

In class I, II and III it is only 2·33%, 1·03% and 10·57% which is below the percentage fixed for S.C.

Ministry of Petroleum and Chemicals

Name of Office	Class I		%	Class II			Class III			Class IV (including sweepers).		
	Total	S.C.		Total	S.C.	%	Total	S.C.	%	Total	S.C.	%
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Fertilizers and Chemicals Travancore Ltd. Alwaye	32	..		74	..		1,351	14		50	30	
2. Hindustan Insecticides Ltd., New Delhi	7	..		22	..		360	11		205	48	
3. Main Secretariat	21	..		80	4		82	5		55	7	
4. Hindustan Org. of Chemicals Ltd.,	7	..		6	..		54	5		33	5	
5. Engineers India Ltd., New Delhi			Nil			Nil			Nil			
6. Fertilizer Corpn. Ltd., Sindri Unit	62	..		28	..		5,153	88		2,479	235	
7. Fertilizer Corpn. Nangal Unit, Naya Nangal, Punjab	55	..		173	..		1,805	28		1,065	215	
8. Fertilizer Corpn. Namrup	24	..		26	..		252	4		211	5	
9. Fertilizer Corpn. Trombay	43	..		128	..		866	7		342	38	
10. Fertilizer Corpn. Training Centre, Sindri	7	..		3	..		45	1		7	4	
11. Fertilizer Corpn. P&D Sindri	176	..		1	..		330	6		140	4	
12. Fertilizer Corpn. Calcutta	1	..		5	..		45	..		10		
13. Fertilizer Corpn. Bombay	1	..		2			11	1		5	..	
14. Oil & Natural Gas Commission	632	12		135	2		8,053	275		4,385	423	
15. Oil Corpn. (Refinaries Dn.) New Delhi	103	..		102	3		2,217	45		778	43	
16. Synthetic Drugs Project Hyderabad	20	..		35	1		176	4		62	3	
17. Antibiotics Project Rishikesh	23	..		33	..		247	1		82	3	
18. Surgical Instruments Plant, Madras	32	..		10	..		178	13		60	8	
19. Fertilizer Corpn. of India, Gorakhpur	110	Nil		50	Nil		1,121	47		511	62	
Total	1,446	12 (0·83)		1,025	10 (0·97)		23,455	556 (2·37)		11,400	1,203 (10·541)	

The percentage of S.C. representation is 0·83, 0·97, 2·37 & 10·54 in Class I, II, III and IV respectively.

Ministry of Mines and Metal

Name of Office	Class I		Class II		Class III		Class IV (incl. Sweepers)	
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1. Deptt. of Mines and Metals (Main Sectt.)	14	1	82	3	87	7	36	5
2. Office of the Controller of Coal	22	4	1	..	375	39	61	5
3. Geological Survey	302	2	459	17	1,647	120	1,277	188
4. Bureau of Mines	167	..	73	1	1,473	94	759	153
5. Deptt. of Iron & Steel (Main Sectt.)	30 66	..	3	..	260	38	140	48
TOTAL	535	7(1 .3)	618	21(3 .4)	3842	298(7 .76)	2273	399(17 .55)

The percentage of S.C. representation is 1·3%, 3·4%, 7·76% in classes I, II, III.

Ministry of Finance

Name of Office	Class I		%	Class II		%	Class III		%	Class IV (including Sweepers)		
	Total	S.C.		Total	S.C.		Total	S.C.		Total	S.C.	%
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Department of Exp. Defence Division	140	6		484	..		17,807	1,425		1,544	288	
2. Deptt. of Coor.	19	..		43	2		35	1		33	3	

1	2	3	4	5	6	7	8	9	10	11	12	13
3. Deptt. of Economic Affairs	3	..		8	..		208	13		136	4	
4. Mint Hyderabad AP.	1	..		2			45	7		48	4	
5. Deptt. of Chief Assayer	1	..		1	..		8	2		4	1	
6. General Manager, Silver Refinery	2	..		2	..		53	5		56	9	
7. Master of the Mint, Bombay	3	..		6	..		140	20		86	21	
8. Assay Deptt., Bombay	1	..		1	..		7	1		3	2	
9. Deptt of Controller Stamps	1	..		1	..		84	11		14	2	
10. Master of Currency Note Press	4	..		2	..		141	14		20	3	
11. Security Press Nasik	5	1		27	..		232	35		278	100	
12. Security Paper Mill Project Hoshangabad (M. P.)	2	..		..	..		50	4		6	2	
13. Deptt. of Economic Affairs as a whole including State Bank, Reserve Bank and its subsidiaries	1,106	6		1,518	22		14,411	687		38,895	9,372	
14. Kolar Gold Mining Undertaking	56	..		44	4		1,307	254		13,766	8,314	
15. Office of the National Savings Commissioner, Nagpur	3	..		3	..		39	2		11	2	
16. Regional Director National Savings AP J & K	1	1		1	..		11	4		3	2	
17. Regional Director National Savings AP	1	1		1	..		49	4		..	..	
18. Regional Director National Savings Bombay	1	..		1	..		89	13		26	5	
19. Regional Director National Savings, Delhi	1	..		..	..		35	5		13	4	
20. Regional Director National Savings Kerala	1	..		..	..		23	3		5	..	
21. National Savings Org. Madras	1	1		1	..		47	6		20	4	
22. Regional Director National Savings Punjab	1	..		1	..		54	11		15	1	
23. Regional Director National Savings Orissa	1	..		..	..		31	5		16	3	
24. Regional Director National Savings Mysore	..	..		1	..		41	2		14	5	
25. Regional Director National Savings U. P.	..	..		1	..		127	16		16	6	
26. Regional Director National Savings, Gujarat	1	..		1	...		50	7		15	7	
27. R.D.N. S. Goa, Daman Diu							Nil					
28. Regional Director National Savings, Rajasthan	1	..		..	...		60	1		18	3	
29. Regional Director National Savings Org., West Bengal	1	..		1	...		73	7		22	1	
30. Regional Director National Saving, Bihar	1	..		1	...		44	4		20	4	
31. Regional Director National Savings, Assam	..	..		..	...		36	3		12	1	
32. Deptt. of Exped. including Def. Dn.	119	1		384	12		323	33		267	32	
33. Regional Director National Savings Indore	..	..		1	..		54	4		19	..	
34. Deptt. of Revenue & Insurance including Gold Control Office, Bombay	61	..		183	7		308	32		138	18	
35. Controller of Insurance, Simla	6	..		25	1		1	..		41	10	
TOTAL ..	1,544	18	1·04	2,744	48	1·75	36,032	38,632	7·32	55,601	18,133	32·01

The representation in class I, II, III is 1·04% 1·75%, and 7·32% respectively.

Name of Office	Class I			Class II			Class III			Class IV (including sweepers)		
	Total	S.C.	%	Total	S.C.	%	Total	S.C.	%	Total	S.C.	%
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Nautical & Eng. College, Bombay . . .	9	..	..	5	..	..	20	2	10·C0	22	4	18·18
2. Training Ship Dufferin Off Mazgaon Pier Bombay .	8	..	..	8	..	..	32	3	9·38	46	4	8·70
3. Madras Light House . .	4	..	..	2	..	..	104	4	3·85	42	2	4·76
4. Deptt. of Light house and Lightship S&H Distt. Jamnagar	14	..	..	2	..	..	184	6	3·26	169	21	12·45
5. Deptt. of Lighthouses and Lightships, Bombay . .	5	..	..	5	..	..	89	3	3·37	89	7	7·87
6. Office of the Director of Lighthouses and Lightships Port Blair	66	..	..	22	..	..	230	30	13·C4	60	8	3·33
7. Minor Ports Draging and Survey Org. Bombay .	5	..	..	..	..	..	78	1	1·28	128	5	(3·91)
8. Tourist offices in India .	11	..	..	20	1		33	13	15·66	37	11	29·73
9. Second Shipyard (Cochin) Ernakulam	..	..	..	1	1	..	4	..	..	4	..	..
10. Deptt. of Lighthouses and Lightships New Delhi .	5	..	..	4	..	..	115	13	11·30	30	4	13·33
11. Deptt. of Lighthouses and Lightships Bombay Lighthouse Distt.	5	..	..	6	..	..	73	4	5·48	53	6	11·3
12. Director of Lighthouses & Lightships Mysore Goa Distt.			Nil		Nil							
13. Dy. Director General of Shipping New Delhi .	104	6	5·77	242	12	4·96	448	48	10·71	210	32	15·24
14. Moghul Lime Ltd. Bombay	62	..	..	82	..	..	240	6	..	36	4	
15. Hindustan Shipyard Ltd. .	55	..	..	66	4		866	12	..	4,397	480	
16. Senior Marine Surveyor, Bombay	6	..	..	..	..	..	92	6		76	7	
17. Office of the Eng. Andaman Jetty. Construction Circle Accts. Islands Port Blair .						Nil						
18. Roads Wing	104	6		90	5		253	33		132	17	
19. Deptt. of Tourism . .	20	..		48	4		136	8		70	8	
20. Tourist Bungalows . .	..	..		..	..		..	..		35	7	
21. Directorate Genl. of Shipping and all allied offices .	94	..		54	1		145	15		51	10	
22. Shipping Office Calcutta & Principal Seamen's Welfare Office, Calcutta . .	2	..	..	166	20	..				52	..	
23. Mercantile Marine Deptt. Visakhapatnam . .	1	..	..	5	..	..				3	..	
24. Mercantile Marine Deptt. Cochin	1	..	..	5	..					3	1	
25. Mercantile Marine Deptt. Madras	3	..	..	18	2					8	1	
26. Regional Office Sails Tuticorin	..	..	..	2	1					2	1	
27. Regional Office Sails Tuticorin in Addl. Charge of Region IV Masuli-Patnam .	..	1	..	2	..	..				2	..	
28. Mercantile Marine Deptt. Jamnagar	2	1	..	5	..	..				4	1	
29. Office of the Caption Supdt. T.S. Mau Lakshi Navalkhi	2	1	..	16	1					15	..	
30. Office of the Caption Supdt. T.S. Mahala Visakhapatnam	3	..	..	17	..					18	2	
31. Office of the Caption Supdt. T. S. Bhadra K. G. Dock, Calcutta Dte. General of shipping	6	..	..	..	..	..	..	32	8	36	2	

Ministry of Transport and Aviation

1	2	3	4	5	6	7	8	9	10	11	12	13
32. Office of Shipping Master and Principal Seamen's Welfare Officer combined special roster, Bombay	2	..	..	3	..	..	55	11		19	..	
33. Seamen,s Employment Office, Calcutta Dte. General of Shipping	1	..	..	4	..	..	83	6		22	5	
34. Mercantile Marine Deptt., Bombay						NIL	B					
35. The Regional Office (Sails), Bombay	..	..	...	2	...	..	4	2		4	...	
36. Directorate of Marine Engineering Training College, Calcutta	9	...	...	5	...	...	50	6		50	5	
37. Seamen's Employment Office, Bombay	2	..	..	8	..	..	174	10		46	10	
	611	14	2·29	692	38	4·5	3,826	275	7·19	5,771	6,66	11·37

It is seen from the above Table that in several offices there are no S. C. in Class I & II an total percentage in Class I, II, III & IV is low. (2·29% 4·5% 7·19% 11·37%).

Port Trusts of India

Ministry/Department	Class I		Class II		Class III		Class IV	
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9
	@ Officers							
1. Bombay Port	319	3			9,288	782	13,364	3,733
2. Visakhapatnam Port Trust	70	..			3,076	134	4,600	436
3. Kandla Port Trust	48	...			2,294	30	2,024	190
4. Harbour Project Panambur	10	...			136	..	38	10
5. Cochin Port Trust	15	..			1,203	96	964	76
	462	3			15,997	1,042	20,990	4,445

@ Class not indicated.

In Class I it is extremely poor. It is regrettable that in Class II posts there is no representation at all. In Class III also it is quite inadequate. In Class IV it is very satisfactory.

Contd.
Madras Port

Name of Office	Class I			Class II			Classs III			Class IV		
	Total	S.C.	% of col. 3 to 2	Total	S.C.	% of col. 5 to 6	Total	S.C.	% of col. 9 to 8	Total	S.C.	% of col. 12 to 11
1	2	3	4	5	6	7	8	9	10	11	12	13
National Gallery of Modern Art, New Delhi	2	..	..	2	1		15	2	13·3	32	7	21·9
Northern Regional Office, Kanpur	..	..	...	...	...		15	2	13·3	4	1	25·00
Botanical Survey of India	19	..	...	29	2	6·9	639	289	12·7	410	34	8·3
Indian School of Mines, Dhanbad	31	..	..	5	...	...	117	5	4·3	114	17	14·9
National Atlas Organ., Calcutta	..	..	..	...	..	...	123	16	13·0	19	7	36·8
National Archives of India, New Delhi	6	...	...	41	1	2·4	169	14	8·3	152	24	15
National Archives of India, Regional Office, Bhopal	..	...	..	...	..	..	14	2	14·3	15	4	26·7

1	2	3	4	5	6	7	8	9	10	11	12	13
Zoological Survey of India, Calcutta	23	1	4·3	19	1	5·3	208	32	15·4	141	22	15·
Directorate of Practical Training in Mining, Dhanbad	4	..	..	..	..	..	16	2	12·5	..	..	..
Indian National Bibliography Unit of the Central Reference Library, Calcutta	..	..	..	14	..	..	30	2	6·7	8	4	50·0
Asian Instt. of Educational Plng. & Admn., New Delhi	3	..	..	3	..	..	16	1	6·3	8	3	37·5
Southern Regional Office, Madras	..	..	..	..	..	..	14	4	28·6	4	3	75·0
Indian War Memorial Museum, Delhi Fort	..	..	..	..	..	..	..	..	..	7	..	..
Western Regional Office, Bombay,	..	..	..	..	..	..	18	3	16·7	6	1	16·1
National Library, Calcutta	3	..	..	9	..	..	264	38	14·4	145	20	13·8
National Museum, New Delhi	16	..	..	11	1	9·1	88	9	10·2	118	22	18·6
Survey of India	93	..	..	144	..	..	3,962	463	11·7	2,539	435	17·1
National Discipline Scheme, New Delhi	2	..	..	18	1	5·6	76	7	9·2	15	4	25·0
National Discipline Scheme, Northern Regional Chandigarh	..	..	..	2	1	50·0	1,304	116	8·9	5	2	40·0
N. D. S., U. P. Region	..	..	..	1	..	..	401	11	2·7	1	..	..
N. D. S., Eastern Region	..	..	..	..	..	..	156	53	34·0	..	..	..
N.D.S. CTI, Central Region	..	..	..	3	..	..	701	87	0·4	8	1	12·5
N.D.S. CTI, Sariska Alwar	..	..	..	..	..	..	..	..	..	5	..	..
NDS, Western Region Poona	..	..	..	..	..	..	100	20	20·0	..	..	..
N.D.S./GMP Region Ahmedabad	..	..	..	..	..	..	69	7	4·1	3	3	10·0
NDS Southern Region	..	..	..	1	..	..	217	10	3·1	4	..	..
CTI, NDS Barwala	..	..	..	1	..	..	45	..	..	12	..	..
Anthropological Survey of India	11	..	..	23	..	..	163	10	6·1	86	21	24
Archaeological Survey of India, Srinagar	1	..	..	..	..	..	..	25	..	9	..	
Junior Keeper	..	..	..	1	..	..	12	1	8·3	17	1	5·9
Arch. Survey of India, Madras	2	..	..	1	..	..	66	5	9·1	34	4	11·9
Office of the Garden Supdt., Agra	1	..	..	1	..	..	22	3	13·6	14	1	7·0
Asstt. Garden Supdt., Mysore	..	..	..	1	..	..	8	..	..	3	..	..
Min. of Education proper	84	4	4	48	25	5	20·0	..	..	..	..	..
Eastern Regional Office. Calcutta	2	2	100	1	1	100	17	3	17·6	5	3	60·0
Central Hindi Directorate	27	..	..	102	5	4·8	124	2	1·6	50	19	38·0
Arch. Survey of India, Nagpur	1	..	..	..	..	..	32	3	9·4	18	3	16·7
Director Genl. of Archlgy.	..	..	..	13	..	..	32	1	3·1	..	..	..
TOTAL	331	7	2·1	494	39	7·9	9,078	878	9·7	4,011	666	16·6

Representation of S.C. in Railway Services

8. The Ministry of Railways informed the Committee that they strictly follow the procedures laid down by the Ministry of Home Affairs while making recruitment and appointment to Railway services.

9. Various steps taken by the Ministry of Railways for increasing the representation of the Scheduled Castes in Class III and Class IV Railway services are given below:

(a) Maximum age limit is relaxed by 5 years in all appointments and the fees prescribed for admission to any examination or selection is reduced to one-fourth in their case.

(b) Physical standard of fitness is relaxed as under in the case of recruitment to the post of Sub-Inspectors in Railway Protection Force:

Age	Height	Chest: Unexpanded	Chest: Expanded	Weight
Between 19 to 20 and above	5′—5″	30″	By 1″	10 lbs. less than the prescribed standard.

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(c) Maximum qualifying marks in the case of S.C. candidates reduced to 30 out of 60 as against 40 out of 60 for others in the trade tests.

(d) The Railway Service Commissions and Railway recruitment authorities have full discretion to recommend S.C. candidates who obtain low places except where minimum standard necessary for efficiency is not reached.

(e) Where recruitment is made otherwise than by examination, S.C. candidates can be taken with lower standard of suitability so long as they have minimum education and technical qualifications.

(f) S.C. candidates are given one more chance than the number of chances given to other community candidates.

(g) Free passes to S.C. candidates are issued by appointing authorities irrespective of category recruitment.

(h) Security deposits in the case of S.C. is reduced to 50% which can be paid in cash in lumpsum or in instalments after the training has actually started.

(i) General Managers of Indian Railways have been vested with special powers to recruit S.C. candidates in Class III even without reference to the Railway Service Commission for categories where there is deficiency.

(j) Candidates medically unfit for a particular category are considered for other categories for which they are medically fit and where there is deficiency.

(k) Where it takes over a month for verification of antecedents of S.C. candidates, the General Manager if he is satisfied from preliminary enquiries that the candidate having no undesirable antecedents may appoint him provisionally.

(l) In case of appointments in teachers category, if the shortfall of S.C. is due to the fact that these candidates do not possess teaching experience, they are recruited and deputed for training either after engagement or as a part of their pre-employment training.

(m) Before declaring a S.C. candidate unfit for further promotion the case is placed before the General Manager for his review.

(n) Vacancies for S.C. both in Class III and Class IV are carried forward to two recruitment years.

(o) 'No Objection' certificates for registration with the Employment Exchange for higher posts are issued in respect of the employees belonging to S.C. who while employed in certain posts possess academic or technical qualifications for higher posts.

(p) For pre-examination training to S.C. for I.A.S. etc., examinations, it has been decided that in individual cases in which leave due, including extraordinary leave for 90 days may be given.

(q) The standard of suitability in the case of S.C. candidates is not kept unduly high.

(r) The field of eligibilty for S.C. for promotion both in Class III and Class IV is four times the number of posts reserved subject to the condition that such consideration should not normally extend to staff beyond two grades immediately below the grade for which the selection is held.

10. With a view to know as to how far the various steps taken by the Ministry of Railways have helped the S.C. in increasing their actual representation in the Railway services, we requested them to furnish figures for the last ten years in prescribed proforma. However, the necessary information has been supplied for five years only which is given below :—

Year	Class I		Class II		Class III		Class IV*	
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1961 .	2,946	26	1,460	7	439,827	32,855	635,242	108,965
1962 .	2,755	36	1,687	27	445,217	34,407	651,257	110,707
1963 .	2,815	42	2,208	45	462,212	36,465	659,428	112,683
1964 .	3,176	48	2,393	55	480,254	40,093	696,893	119,360
1965 .	3,378	56	2,608	55	513,157	42,080	732,109	125,832

*excluding sweepers.

It is seen from the above table that in 1961 in Classes I, II and III the representation of S.C. was 0.8%, 0.47% and 7.46% while in 1965 it was 1.06%, 2.1% and 8.2% respectively which is far from satisfactory. Even after 4 years, insignificant increase has been achieved.

11. Besides, the Ministry of Railways have furnished information in regard to the recruitment made druing the year 1964-65 which is given below:—

Table showing the recruitment position of S.C. against the posts filled by direct recruitment during 1964-65

Grade	Total No. of vacancies filled by direct recruitment	No. of vacancies reserved for S.C.	No. of qualified candidates who applied for posts reserved for S.C.	No. of reserved posts actually filled by S.C.
1	2	3	4	5
Class III	16,761	2,093	Not available	1,598
Class IV	46,234	5,663	Do.	6,773

12. It is really very strange that it is not possible for the Ministry of Railways to give us the number of qualified candidates who applied for these reserved posts. In the absence of these figures it is not possible to say whether or not qualified candidates were available to fill in the reserved posts.

Representation of S.C. in Indian Foreign Service

13. The Ministry of External Affairs have furnished the following information regarding the representation of S.C. candidates in I.F.S. (A); but information of I.F.S. (B) has not been furnished despite repeated requests.

Representation of S.C. candidates in the I.F.S.

Period as on	Total No. of Officers	No. of S. C. Officers	%age of S. C. to the total
1	2	3	4
1-1-55	207	3	1·4
1-1-56	214	3	1·4
1-1-57	223	3	1·3
1-1-58	242	3	1·2
1-1-59	252	3	1·2
1-1-60	262	4	1·5
1-1-61	286	4	1·4
1-1-62	312	4	1·3
1-1-63	335	10	2·9
1-1-64	350	17	5·1
1-1-65	362	19	5·2
1-1-66	382	19	4·9

It is evident from the above that the representation of S.C. candidates in the Foreign Services is not in proportion to the percentage of posts reserved for them. However, it is gratifying to note that there has been progressive increase in the representation of the S.C. in the Foreign Services during the years 1963 to 1965 although even after 1963, it again declined from 5.2% in 1965 to 4.9% in 1966. So far as the representation of S.C. in the diplomatic corps is concerned, the Committee observed that the position is unsatisfactory. The Committee strongly feels that the S.C. persons should also be considered favourably for appointment against the diplomatic positions.

14. *Union Public Service Commission*:—Since the recruitment to most of the posts under the Government of India is made on the basis of the recommendations by the U.P.S.C., we requested the Commission for its observation on the intake of S.C. in the posts and services under the Central Government. The Committee was informed that the Commission keep in view the various decisions taken by the Government of India from time to time in the matter of recruitment of candidates belonging to the communities for which reservations are made in

the services. The Commission further informed the Committee that where interviews are prescribed as a part of selection, S.C. candidates, wherever feasible, are taken for interview in a separate block and preferably on a separate day so that they are not judged in comparison with gneral candidates and the orders regarding relaxation of standard in their favour could prominently be in view before the Interview Boards. The Commission said that they have thus been adopting relaxed standards in the matter of selecting candidates belonging to the S.C. candidates keeping in view the need to maintain the efficiency in the services, but felt that this system can be accepted to function satisfactorily provided the appointing authorities made adequate arrangements for giving additional training and coaching to these recruits so that they might come up to the standard of other recruits appointed along with them. The Commission also considered it desirable that the Government of India should review periodically the steps actually taken by the various appointing authorities in this direction.

15. The U.P.S.C. conducts a number of examinations for recruitment to various services. The Committee has been furnished with the details of some of the major examinations conducted by the Commission during the last few years which are given below:

(i) *Indian Administrative Service & Indian Police Service.*

16. The statement below shows the number of vacancies filled in the IAS and IPS during 1957-65 on the results of competitive examinations and the number of S.C. appointed against vacancies reserved for them.

Year of appointment	I.A.S.			I. P. S.		
	No. of vacancies filled	Reservation for S.C.	No. actually filled	No. of vacancies filled	Reservation for S.C.	No. actually filled
1	2	3	4	5	6	7
1957	77	16	5	69	13	4
1958	64	17	2	34	12	1
1959	54	14	2	43	9	4
1960	73	15	2	49	11	3
1961	87	19	9	64	14	7
1962	99	22	22	73	17	10
1963	90	11	11	74	15	15
1964	115	14	14	73	10	10
1965	129	16	16	74	9	9
	498	124	83	553	110	63

It is a matter of satisfaction that enlistment of S.C. candidates to reserved seats in IAS and IPS through competitive examinations is strictly adhered to from 1962 and 1963 onwards respectively.

17. However, more facilities should be offered to S.C. candidates for special coaching for IAS and allied examinations to enable them to compete in these examinations. In 1961, the Kerala Government introduced a scheme for giving pre-examination training for All-India competitive examinations.

18. Statement showing the number of vacancies, number of applicants and number of candidates recommended for appointment by the U.P.S.C. on the results of the examinations held during the years 1963-64, 1964-65 and 1965-66 is given below:

Sl. No.	Name of examination	Year	No. of vacancies		No. of applicants		No. of candidates recommended for appointment	
			Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9
1.	Combined Engineering Services Examination, 1963 . . .	1963-64	364	61	1,837	56	355	8
2.	Do. 1964	1964-65	377	83	1,969	7	402	10
3.	Do. 1965 .	1965-66	377	83	1,969	7	402	10
4.	*Engineering Services* (Electronics) Examination, 1963 . . .	1963-64	254	44	354	5	84	..

1	2	3	4	5	6	7	8	9
5.	Engineering Services (Electronics) Examination, 1964	1964-65	278	42	384	8	121	1
6.	S.C.R.A. Examination, 1963	1963-64	20	2	1,080	84	20	2
7.	Do. 1964	1964-65	18	2	1,073	75	18	2
8.	Do. 1965	1965-66	15	2	869	65	15	2
9.	Geologists Examination 1964	1963-64	182	38	762	8	182	1
10.	Do. 1965	1964-65	107	14	577	4	109	2
11.	Do. 1966	1965-66	109	14	550	5	107	2
12.	Assistant's Grade Examination, 1963	1963-64	194	26	5,625	805	194	26
13.	Do. 1964	1964-65	187	26	3,040	734	187	26
14.	Do. 1965	1965-66	92	12	3,054	769	92	12
15.	Clerk's Grade Examination, 1963	1963-64	1,570	66	2,000	145	477	42
16.	Do. 1964	1964-65	2,016		2,675	22	583	120
17.	Do. 1965	1965-66	-2,027	363	4,040	836	1,655	260
18.	Stenographer's Examination, 1963	1963-64	450	64	3,054	108	457	7
19.	Do. 1964	1964-65	577	124	2,238	110	532	15
20.	Do. 1965	1965-66	428	134	2,557	142	433	11
21.	C. I. S. (Grade IV) Competitive Examination, 1965	1965-66	37	4	647	175	44	7

Remarks:—Break-up is in respect of 280 posts. Subsequently 84 ad hoc posts were taken into account break-up not available.

@Break-up pertains to 470 vacancies initially reported. 'Communal composition not available. +The break-up is in respect of 273 posts. For the remaining communal composition not available. The number increased to 55·7 reserved for S.C.

19. It will be seen from the above that on the results of the Special Class Railway Apprentices and the Assistant Grade Examinations, the number of S.C. candidates recommended by the Commission was sufficient to fill the vacancies reserved for them. However, in regard to recruitment by examination to other services, especially to Engineering and Technical/Specialised Services/posts, the Commission have not been able to recommend adequate number of candidates belonging to the S.C. The shortage is particularly noticeable in the case of the combined *Engineering Services Examination*, Engineering Services (Electronics) Examination and Geologists Examination. As the above table shows, in some cases the number of S.C. applicants is less than the number of vacancies reserved for them. It would however, be relevant to mention in this connection that in respect of some of examinations, *e.g.*, Combined Engineering Services *Examination*, 1963, Engineering Services (Electronics) Examination, 1963 and 1964 and Clerks Grade Examination, the number of candidates belonging to even other communities fall short of the total requirements. In view of the fact *that there is acute short*age of S.C. candidates to fill in the reserved posts requiring technical qualifications, *e.g.*, Medical, Engineering, etc., it is recommended that seats should be reserved in the colleges/institutions providing highly skilled education and the S.C. students should be given incentives to opt for such courses. The present rate of scholarships is hardly sufficient to cover even the 50% of the expenses which a student in a Medical and Engineering College has to incur. In order to attract suitable S.C. students in good number it is necessary to re-imburse their entire actual expenses by increasing the rate of post-matric scholarships.

20. The U.P.S.C. has also furnished a statement showing the number of posts reserved for S.C. and the number of applicants in respect of recruitment by adver*tisement and interview for the years* 1963-64, 1964-65, 1965-66. The data have been classified according to the nature of posts, *i.e.*, Engineering, Scientific and Technical etc. The U.P.S.C. were requested to furnish similar information in respect of general category of candidates also, but unfortunately the U.P.S.C.—vide their letter No. 1/33/66-S. II dated 8-2-1968—have informed us that it is not possible to furnish that information "since its compilation will take considerable time."

21. It will be observed from the above that *although Commission* have not been able to recommend adequate number of candidates against the reserved vacancies, a good number of qualified candidates belonging to S.C. were available. It is, therefore, recommended *that the (Government)* appointing authorities should make arrangements to give such candidates necessary

Table showing recruitment by advertisement and interview from 1963-64 to 1965-66

Sl. No.	Nature of posts	Year	No. of posts reported as reserved posts				No. of Candidates who applied belonging to			No. called for interview			No. actually interviewed			No. recommended			No. of candidates recommended for reserved vacancies	No. of posts for which no candidate could be recommended
			S.C.	S.T.		Total	S.C.	S.T.	Total	S.C.	S.T.	Total	S.C.	S.T.	Total	S.C.	S.T.	Total		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1.	Engineering posts .	1963-64	255	61	110	426	504	47	551	374	34	408	263	23	286	76	11	87	274	65
	Engineering posts .	1964-65	250	29	100	379	451	47	498	303	41	344	163	24	187	29	5	34	249	96
	Engineering posts .	1965-66	81	20	35	136	141	14	155	110	10	120	66	8	74	20	3	23	102	11
2.	Medical posts .	1963-64	65	18	25	108	36	9	45	25	9	34	20	4	24	7	1	8	23	77
	Medical posts .	1964-65	63	2	23	88	28	1	29	21	1	22	14	1	15	6	1	7	16	65
	Medical posts .	1965-66	58	1	25	24	25	—	25	21	—	21	16	—	16	8	—	8	11	68
3.	Scientific Tech. posts .	1963-64	106	80	46	232	277	29	306	100	16	116	77	9	36	17	4	21	172	39
	Scientific Tech. posts .	1964-65	87	40	37	154	447	53	500	189	29	218	137	19	156	22	2	24	117	13
	Scientific Tech. posts .	1965-66	51	22	25	98	426	49	526	180	18	198	137	14	151	23	3	26	63	9
4.	Other posts .	1963-64	52	58	28	138	586	68	654	137	19	156	113	18	131	17	4	21	98	19
	Other posts .	1964-65	50	26	28	104	936	105	1041	243	37	280	206	21	217	26	7	33	62	9
	Other posts .	1965-66	41	14	16	73	502	79	581	132	27	159	116	18	134	18	2	20	46	7

(Includes recruitment to 200 posts of Income Tax Officer, Class II in which 35 posts are reserved for Sch. Caste candidates the recruitment for which is pending with the Commission. Also excludes 1 case for which action is in progress, 8 posts reserved).

training so as to enable them to qualify for the reserved posts. Wherever possible, such S.C. candidates who fulfil the minimum qualifications should be appointed straightaway and given training for a few months thereafter. We strongly feel that unless such a procedure is adopted, the reserved posts will continue to be unreserved on the plea of non-availability of suitable candidates.

Role of Employment Exchanges

22. The National Employment Service is the agency for recruitment for most of the vacancies under the Central Government as well as those under the State Governments. In fact employment Exchange (Compulsory Notification of Vacancies) Act, 1969, has made it obligatory on the port of the appointing authorities in the different departments of the Government, Statutory Corporations and the local bodies to notify the vacancies occuring in their Departments to the Employment Exchanges.

Registration and placements of applicants

23. The number of registrations effected, the placements made and the number of reserved vacancies notified to and filled by the Employment Exchanges during the year 1965 is given below. Similar information in respect of all categories of applications is also shown in the table for the purpose of comparison of the relative position.

Item	Scheduled Castes	All categories of Applicants
1	2	3
No. of registrations	4,40,546	39,57,605
No. of placements effected	56,681	3,70,191
Percentage of placements to registration	13%	14%
No. of reserved vacancies notified	11,365	—
No. of reserved vacancies filled	5,019	—
Percentage of reserved vacancies filled to notified	44·2%	—

24. It could be seen from the above table that out of 39,57,605 applicants of all categories registered during the year 1965 with the Employment Exchanges in the country, 4,40546 or 11.1% belonged to S.C. The number of placements made during the same period worked out to 58,681 in respect of S.C. as against 5,70,191 for all categories of applicants. The percentage of placements to registration worked out to 13.0%—for applicants of this community as against 14.4% in respect of all categories during the year under study. The vacancies notified during the year as specifically reserved for candidates of this community works out to 11,265 out of which 5,019 (or 44.15%) were filled. This does not, indicate the total number of reserved vacancies filled as certain categories of vacancies are not filled through the employment exchanges. Recruitment through public service commissions, departmental examinations and promotions etc., is made without reference to the Exchanges. In some States most of the reserved vacancies are filled through their respective Service Commissions and only short term vacancies are notified to the Exchanges.

25. The distribution of reserved vacancies to be filled by Exchanges in respect of these candidates during the year 1965 according to the type of establishment is shown in the table.

Occupational Distribution of S.C. applicants on the Live Register

26. A statement showing the number of Scheduled Caste applicants on the live registers of the Exchanges as on 31-12-1965 classified by selected occupational groups is given below :—

Occupational Categories	No. on the Live Register	Percentage to total
1	2	3
Doctors	3	*
Engineers	16	*
Typists	1,558	0·5
Stenographers	18	*
Assistants/Clerks	26,278	9·0
Teachers	5,420	1·9

1	2	3
Technicians/Craftsmen and production process workers	11,771	4·0
Unskilled labourers (other than office workers)	87,564	30·1
Unskilled office workers	63,050	21·6
Others	96,082	32·9
TOTAL	2,91,758	100·0

27. It will be observed that at the end of December 1965 there were 16 engineers, 1556 typists, 18 Stenographers, 26,278 clerks/assistants, 5,420 teachers and 11,771 technicians (craftsmen and production process workers) on the live registers who belonged to S.C.

Educational standard of S.C. applicants on the live register of the Employment Exchange.

28. The distribution of S.C. applicants who remained on the live registers of employment Exchanges as on 31 December 1965 according to their educational standards is given below:—

Educational Standard	S.C.		All categories of applicants
	No. on the live register	%age to total	No. on the live register
1	2	3	4
Below Matric (including illiterates)	2,38,273	81·7	17,43,640
Matriculates (including Intermediates)	50,231	17·2	7,55,775
Graduates	2,990	1·0	73,267
Post-Graduates	264		12,791
TOTAL	2,91,758	100·1	25,85,473

It would be seen from the above that as many as 264 post-graduates, 2,990 graduates, 50,231 matriculates and 2,38,273 non-matrics were available for employment with the various employment exchanges in the country at the end of December 1967. (1965)

29. In July 1965 the Ministry of Home Affairs issued orders that each Department should send to them every year information regarding de-reservation of such posts. The information collected by the Ministry of Home Affairs from the various Ministries/Departments regarding the number of vacancies de-reserved out of the quota reserved for S.C. during the period 1956-61 is reproduced below:—

Year	No. of reserved posts treated as unreserved			
	Class I	Class II	Class III	Class IV
1956	191	173	8,940	3,992
1957-61	1,047	2,113	25,760	6,574
TOTAL	1,238	2,286	34,700	10,566

30. Similar information in respect of the various Ministries of the Government of India for the period 1st January 1956 to 31st March 1963 was compiled by the Ministry of Home Affairs.

Representation of S.C. in the Posts & Services under the Supreme Court of India

31. We requested the Registrar of the Supreme Court of India to furnish to this Committee the information regarding the percentage of reservation fixed for Scheduled Castes, concessions allowed and the actual representation of Scheduled Castes in the posts and services under them. The reply received from the Registrar of the Supreme[9] Court of India which is self-explanatory is reproduced below:—

9 Supreme Court's letter No. F. 17/59-SCA(I) dated the 14th January 1967.

"Under Art. 146 of the Constitution, the Chief Justice of India is empowered to make appointments of staff and officers in the Registry of the Supreme Court and there are no rules framed regarding the recruitment in this Registry and as such no question of making any provision of reservation for Scheduled Castes can arise. I may, however, mention that the scope of appointments in this Registry is limited and fresh recruitments are very few and that the Chief Justice of India, who makes the appointments, always takes into consideration the claims of members of the Scheduled Castes consistently with the efficiency required of this Registry."

On receipt of the above reply we again requested the Registrar to give the figures of actual representation of S.C. in various classes of services under the control of the Supreme Court of India irrespective of whether or not any rules have been framed for recruitment. To this the Assistant Registrar informed the Committee that they have nothing to add to what has already been stated in their letter reproduced above. They have now in their reply simply given number of S.C. officers in various categories. Without the total number of officers in each grade it is impossible to make any comparative assessment. They were requested to supply the requisite information but a reply was not furnished.

According to the 15th Report of the Commissioner for S.C. & S.T., the entire question was examined by the Government and the Home Ministry suggested to the Registrar of the Supreme Court the framing of suitable rules to provide reservation for S.C. & S.T. in the Court's services. But obviously nothing has been done so far in this regard.

Representation of S.C. in services and posts under the Lok Sabha and Rajya Sabha.

32. We sought information from the Lok Sabha as well as the Rajya Sabha Secretariats regarding the actual representation of Scheduled Castes in services under their control. While no reply has been received from the latter, the Lok Sabha Secretariat informed that:—

"According to well established Parliamentary Convention this Secretariat does not furnish any material which is within the exclusive sphere of the speaker to any Committee appointed by the Government of India."

Since we do not have any statistics before us, we are not in a position to comment whether or not sufficient number of S.C. are working against the posts and services under the control of Lok Sabha and Rajya Sabha Secretariats. In this regard reminder letters were sent but no reply was received.

It will be quite interesting to mention in this connection that even the Commissioner for Scheduled Castes and Tribes tried to collect the same requisite information from these two statutory bodies over a number of years, but he failed. There was the same plea of Parliamentary 'convention', and the Commissioner also was called an 'outside authority'. It was correctly pointed out by the Commissioner in his 1959-60 Report that in view of the express and unambiguous provisions of the Constitution as contained in Article 338, no convention could nullify the provisions of that Article and that an officer appointed under the Constitution for a specific purpose could not be treated as an 'outside agency' for the purpose of furnishing information which is required to be collected under the direction of the President. We fully endorse this view of the Commissioner, and recommend that the Government should take suitable steps to see that these two statutory offices not only furnish the requisite information at least to the Commissioner's organization on a regular basis but also make the necessary provisions for reservation for S.C. & S.T. in their recruitment rules.

Employment in Defence Services

33. Recruitment to Armed Forces is of crucial importance in view of the fact that military organization has a vital bearing on social structure in any country. It is an established historical fact that those who wield military power from invariably the dominant stratum of society. The armed forces are, therefore, generally found to be a part of power structures in any country. There is a technical term known as the 'military participation ratio' (M.P.R.) which means the proportion of militarily utilized individuals in the total population. It is generally the chief determinant of the social organization. The restriction of the military service (i.e. low M.P.R.) may be the root cause for social inequalities in view of the fact that armed forces constitute a privileged stratum in the society. The rise in M.P.R. usually coincides with considerable levelling of social stratification. Widening of field of armed forces recruitment to cover all social strata is, therefore, of paramount importance, specially in a country like ours.

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The S.C. & S.T. who form the hard core of backwardness of this country, are very poorly represented in this vital organ of the State. There is a long history of the deliberate attempts to keep these people out of the Defence or military services. Even today in spite of the clear constitutional provisions for their free entry to all public services, the Government have *not found it possible* to take the necessary steps to increase the military participation ratio of these people. Uptil now, there is no reservation for the S.C. & S.T. in the Armed Forces of India. Although the provisions of Article 335 of the Constitution are applicable to this field in public service also.

The Ministry of Defence informed the Committtee that the general policy of the Government is to make recruitment to the Armed Forces as broad-based as possible and to provide equal opportunities to all citizens irrespective of caste, creed or domicile. Merit and physical standards are stated to be the only criteria for recruitment. In answer to a recent question* in the Lok Sabha it has been stated that "as the need for *maintaining the highest standard* of efficiency in the Armed Forces is paramount the policy of Government is that while everything possible must be done to remove all handicaps in the way of members of S.C. & S.T. who wish to enter the Defence services, there should not be any specific reservation for them". We do not agree with this kind of logic. Apart from the legality of this stand, it is very difficult to understand the logic of attaching a special sanctity to the high objectives of classlessness and merit in the matter of employment to this particular sector.

One of the obvious results of this policy was a gradual deterioration in the employment position of the S.C. & S.T. in the growing Armed Forces of the country over a number of years. The Commissioner for S.C. & S.T. made specific mention of this in his annual reports. In his 5th Report for 1955 he even went to the extent of suggesting an investigation into the reasons why sufficient number of S.C. & S.T. persons qualified for entry into Armed Forces even in lower ranks was not available. His comments in the subsequent reports were more revealing. The figures of intake of the S.C. & S.T. people in the Armed Forces from 1953 to 1958 were found to indicate only marginal improvement. In some cases, specially in the Army, the position had rather generally deteriorated. There had been "practically no improvement at all", in the officers grades during all these years. The Commissioner repeatedly pointed out that it could not be difficult to widen the scope of the enrolment of these people, specially in view of the fact that "mere appointment of these people to such services and posts raises their social status in the *public eye and goes a long way in eradica*ting the evil of untouchability". But all his argumentations and persuasions were of no avail with the Government.

The *direct recruitment to Defence* Services through the anuual examinations conducted by the U.P.S.C. is a positive indicator of the trend of employment of S.C. & S.T. in the Armed Forces. The figures given in the annual reports of the U.P.S.C. shows that over a period of 15 years from 1950-51 to 1964-65 about eight thousand boys were recommended for appointment to the Defence Services (as cadets), out of whom the number recommended from the S.C. & S.T. was barely 9 and 5 respectively. From the point of view of educational attainments or physical fitness, etc., these examinations cannot certainly be considered more difficult than those for the top executive services. And yet this is the fact and position in regard to recruitment to Armed Forces, where the representation of the S.C. & S.T. has been consistently very low.

Apart from the Armed Forces proper, there is quite a large defence production organization which is now a Department of the Ministry of Defence. The little information that is available indicates that here also the representation of the S.C. & S.T. is extremely poor. Some startling facts regarding Ordinance Factories were disclosed in the 55th Report of the Estimates Committee of Lok Sabha (during 1956-57). Even in the civilian employment in the Defence Ministry there has been little improvement in the representation of S.C. & S.T.

In view of the facts stated above, we recommend with all the emphasis at our command that the Government should revise its present policy and make specific provision of reservation for S.C. & S.T. in the recruitment to Armed Forces of the country.

Representation of S.C. in posts and services under the control of the Public Undertakings and statutory bodies

34. Public Sector Undertakings: A large number of undertakings have come up in the

**vide* U. S. Q. No. 2,144 dated the 28th February, 1968.

Public Sector offering huge employment opportunities. According to the figures collected by the Directorate General of Employment and Training, the employment in the Public Sector Undertakings stood at 13.16 lakhs on 31st March, 1966. Taking into consideration the increasing employment avenues in the Public Sector Undertakings and the possibilities of providing Scheduled Caste Persons with suitable employment, the Ministry of the Home Affairs requested various Ministries that necessary instructions may be issued by the respective Ministries to the Public Sector Undertakings under their control to observe the reservation orders consistently with the maintenance of efficiency. But unfortunately it was done by the Government only in December, 1964 when these undertakings reached almost a saturation point in employment.

35. The Committee addressed a letter to all the Public Sector Undertakings under the control of the Central Government to supply information not only about the actual representation of S.C. but also to intimate the reasons, if any, for incomplete enforcement of reservation orders in respect of S.C. in case the position is unsatisfactory. Similar information was sought from the State Governments in respect of State Public Undertakings. It is regretted that the response from the State Governments has not been satisfactory as none of the State Governments have furnished the complete information. However, during our tour, we had observed that representation of S.C. in the Public Sector Undertakings is most unsatisfactory.

In answer to Unstarred Question No. 5140 in the Lok Sabha on 23rd August, 1968, the Deputy Home Minister stated that some Public Sector undertakings have agreed to make reservations and have actually implemented the reservation orders, some have agreed in principle and there are some which have not yet agreed.

From the information collected by the Committee from 159 Public undertakings it is seen that the actual employment position as on 1-3-1965 of the S.C. was as follows :—

Class of service	Total number of officers	No. of S.C. officers	Percentage to Col. 3 to. Col. 2
1	2	3	4
Class I	35,512	73	0·20
Class II	15,820	274	1·07
Class III	12,61,166	11,608	0·92

It needs no comment that the position is far from satisfactory.

The Committee again addressed 56 Undertakings but all of them did not furnish complete information. From the information received from twelve undertakings the following points emerge:

(1) It is at the initial stage of the establishment of the undertakings that large scale appointments are generally made and if the reservation orders are not enforced at the time of the initial recruitment it is very difficult to make up the leeway.

(2) All the undertakings which have agreed to follow the reservation orders in principle do not apply them to some technical posts on the plea that they have to be selected on the basis of merit and those posts are exempted from the purview of reservation orders.

36. The Committee, therefore, recommends that:—

(a) Even in these undertakings where technical posts are exempted from the purview of reservation orders, nothing should come in the way of making reservation for S.C. and if the S.C. candidate are upto the mark they can be recruited. Hence the committee recommends that reservation must be made in all posts irrespective of the fact whether they are technical or non-technical.

(b) The contention of some of the undertakings regarding non-availability of suitable candidates from amongst the S.C. even for non-technical posts is difficult to accept since information furnished by the Employment Exchanges reveals that a large number of candidates including matriculates and graduates and diploma holders are available with

them for employment. The public sector undertakings, therefore, should be asked to select S.C. candidates and after given them suitable training appoint them against the reserved posts.

(c) In Public Sector Undertakings where no reservation orders were in vogue at the time of its establishment, the Ministry/Department concerned in consultation with the Ministry of Home Affairs and the Department of Social Welfare should increase the percentage of reservation for Scheduled Castes in such categories of posts where suitable candidates fulfilling minimum qualifications are easily available.

(d) In view of the mandatory provision of Article 335 which no doubt, also applies to Public Sector Undertakings the claim of S.C. for appointment to the services under them should not be ignored and reservation orders should be made applicable to the posts which are filled in by taking officers on transfer from other Departments. Since the appointment against such posts is not by way of promotion.

(e) The overall actual representation of S.C. being insignificant in the public Sector Undertakings, the Committee recommends that a definite percentage of senior position e.g. Chairman, Managing Directors, Chief Personnel Officers, should be earmarked for the persons belonging to S.C. so as to ensure that the interests of S.C. in the lower categories of posts are protected.

(f) The intake of S.C. even in the services of undertakings which are following the reservation orders is very much insignificant.

All India and Central Services

37. We have come to know of a large number of All-India and Central Services under the control of the Central Government their existing number of exceeding 80. But while we talk of this vast sector of services, we usually mention only about I.A.S. and I.P.S. as if they cover the whole field. Through a number of recent Parliament Questions, it is now revealed that the representation of S.C. & S.T. in most of these Services still continue to be extremely in adequate and there has been very little improvement in their position over all these years. The obvious reason for this, according to the Committee, is the fact that the rules for recruitment/appointment to these services, particularly the newly constituted ones, have been framed in such a manner that there is no provision for reservation at the initial stage of recruitment to any of the grades. The Commissioner for S.C. & S.T. in his latest report (16th), has also pointed out the fact. We, therefore, recommend that the existing Rules, particularly of the newly constituted Services, should be so amended as to provide for adequate reservation for the S.C. & S.T. at the initial stage of recruitment. In case of dearth of departmental candidates from these communities, there should be provision for partial recruitment at the initial stage from the open market to make up the quota for S.C. & S.T. The benefits of the amendments suggested should be given with retrospective effect, through special recruitments, at least in the case of newly constituted services.

38. Information in respect of the various Ministries of the Government of India for the period from 1st January, 1956 to 31st March 1963 as compiled by the Ministry of Home Affairs is also given below:—

Ministry/Department	No. of posts reserved for S.C. & S.T. during 1-1-1960 to 31-3-1963 but not filled by candidates belonging to S.C. and S.T.			
	Class I	Class II	Class III	Class IV
1	2	3	4	5
Commer & Industry	29	17	255	31
Commerce & Industry (Company : Law Admn.)	..	1	8	1
Comm. Dev. & Cooperation	..	..	..	..
Defence	159	92	3,070	4,224
Eco. & Def. Coordination	18	14	82	30
Education	3	10	543	10
External Affairs	14	17	88	27
Finance (Dept. of Revenue)	9	26	1,168	199

1	2	3	4	5
Finance (Dept. of E.C.A.)	6	1	118	32
Finance (Def.)	1	..	204	11
Finance (Dept. of Expenditure)	..	2	1	1
Food & Agri. (Dept. of Food)	33	26	242	89
Food & Agr. (Dept. of Agr.)	59	90	635	232
Health	28	37	363	33
Information & Broadcasting	5	19	38	1
Irrigation & Power	16	11	147	4
Lab. & Exml.	3	30	100	14
Law	5	3	11	4
Railways	113	..	509	241
S. R. & C. A.	27	36	306	45
Steel & Heavy Ind. (Dept. of Iron & Steel)	2	2	5	1
Mines & Fuel	44	103	45	..
Transport & Communications (Dept. of Transport)	49	20	115	47
Transport & Commns. (Commns & C. A.)	6	59	187	20
W. H. & R. (Dept. of W.H.)	12	19	426	55
W. R. & H. (Dept. of Rehabilitation)	3	11	434	123
Dte. General P & T	14	3	4,080	1,030
Office of C & Auditor Genl. of India	15	..	1,299	30
Secretary to the President	..	..	..	..
Military Secretary to the President	..	..	..	..
Vice-President's Sectt.	..	..	..	..
Prime Minister's Sectt.	..	..	..	..
Cabinet Sectt. (Dept. of Cabinet Affairs)	..	..	1	..
Cabinet Sectt. (Statistics Dept.)	3	6	325	5
Dept. of Atomic Energy	..	..	3	..
Dept. of Parliamentary Affairs	..	..	..	1
Planning Comm. (including Committee on Plan Project)	4	16	16	12
U.P.S.C.	..	3	..	..
Commr. for S. C. & S. T.	1	..	1	..
Commr. for Linguistic Minority Affairs	..	..	..	..
Central, Eastern, Northern, Southern & Western Zonal Councils	..	..	..	..
Intelligence Bureau	..	3	86	62
National Academy of Administration	..	..	6	5
Registrar General & Ex-officio Census Commr. of India	3	2	422	14
Coord. Police Wireless	2	2	26	3
Sectt. Training School	..	..	1	..
C. P. T. College, Abu	..	..	4	..
National Fire Service College	..	..	..	..
I. G., C. R. P.	..	..	232	2
Central Bureau of Investigation	..	..	21	13
Central Emergency Relief Training Instt.	..	..	..	..
Central Bureau of Correctional Services	..	..	3	1
Govt. of Pondicherry	..	..	..	..
Min. of Home Affairs				
Ad. I.	..	..	2	..
Ad. II	..	..	..	..
E. O. II Sec.	..	103	147	..
S. S. O.	..	..	..	12
AIS (I)	Not concerned as IAS/IPS are not covered.			
CS(A)	..	137	..	..
CS(B)	Since abolished and merged with EO II Section.			
CS(D)	Since abolished.			
Hindi Section	..	..	3	..
TOTAL	686	921	15,773	6,683

It will be seen from the above two tables that during 1956-61 the S.C. candidates were not considered to be available for filling in, not only 1,238 Class I posts. but also not available for filling in the reserved vacancies numbering 34,700 and 10,556 in Class III and Class IV respectively. Similarly during the period from 1.1.1960 to 31.3.1963 as many as 15,773 vacancies in Class III and 6,683 in Class IV, 686 in Class I and 921 in Class II could not be filled in by the S.C. candidates, whereas according to the live register of the Employment Exchanges on 31-12-1965, 264 Post-graduates, 2,990 graduates, 50,231 matriculates including intermediates 238,273 applicants below matric were without jobs. This clearly exposes the myth that suitable S.C. are not available. A number of instances were brought to the notice of the Committee where authorities did not fill in the reserved posts from amongst the candidates belonging to S.C. although sufficient number of duly qualified candidates were available. In some cases even the candidates who are already working in the same capacity elsewhere but in a purely temporary vacancy were not considered suitable by the other Departments where regular vacancies existed. We, therefore, recommend that necessary instructions should be issued that, unless a job is of highly technical nature, the S.C. candidates who possess the minimum required qualification should be appointed against the reserved post and given necessary training after the appointment in case it is considered necessary, but no reserved post should be de-reserved on the grounds of non-suitability or want of experience. We also recommend that in no case applications should be invited from non-S.C. candidates for reserved posts.

Supersession of S.C. employees

39. During our tours in the various parts of the country, it was time and again represented to us that the confidential reports of S.C. employees are deliberately spoiled so as to debar them from getting promotional posts. Although there may be some exaggeration in it it cannot be denied that certain degree of prejudice against the S.C. still prevails in the minds of some officers and this is afterwards reflected in the assessment of the confidential report of S.C. employees. With a view to know the extent of the problem, we requested the various Ministries of the Central Government to supply to this Committee information regarding cases of supersession of S.C. officials, during the period 1961-65. Although complete information has not been furnished by the Central Government Departments/Ministries, whatever information has been received is revealing. The information thus received is given at Annexure IV. It will be seen from these that as many as 101 and 121 S.C. employees were superseded in the year 1964 and 1965 in the 14 and 13 offices respectively and that in 1964, the Minister or the Deputy Minister concerned was informed in 22 cases while in 1965 out of 121 cases involving supersession, the Minister or the Deputy Minister was informed in 10 cases only. The matter, therefore, cannot be brushed aside simply on the ground that the apprehension of the S.C. against the prejudices of the certain officers is not based on facts. We are aware that the Ministry of Home Affairs issued instructions in this regard to all the Central Ministries as early as in April 1962—O.M. No. 1/2/61-SCT(1) dated 27th April 1962—wherein it had been stated that

> "Where promotions are made on the basis of seniority, subject to fitness, cases of persons belonging to S.C. may be judged in a sympathetic manner without applying too rigid standard of suitability. Cases of supersession of such candidates, if any, should be decided at a high level. In case of Class I and Class II posts prior orders should be taken of the Minister or Deputy Minister concerned and in the case of Class III and Class IV posts a report should be sent to the Minister or Deputy Minister within a month of the decision. Minister may, however, modify this procedure to suit the requirements with the approval of the Minister-in-charge."

40. Since a large number of S.C. officials continue to be superseded despite the Government's instructions, referred to above, we strongly reiterate the recommendation made by the Commission for S.C. and S.T. in his report for the year 1965-66. The relevant portion is reproduced below:—

> "Where promotion is based on seniority-cum-fitness the existing safeguard that cases of supersession should be referred to the Minister-in-charge of the Administrative Department concerned, is, by and large, satisfactory and may be given trial for some time more by which time a fairly representative picture will emerge. In so far as promotion on the basis of pure selection is concerned, the existing gradation in the confidential reports of 'Outstanding', 'Very Good', 'Good', and 'Fair' may not, it is feared, be always objectively adhered to, as has

been mentioned above. It is suggested that in cases of promotion by pure selection:

(a) the gradation of 'Good earned by S.C. persons during the three years immediately before the year of selection should be treated as equivalent to 'Very Good' and even 'Outstanding' earned by others. This suggestion is meant to cover cases where an unfair assessment is made either deliberately or subconsciously as has been mentioned above. This suggestion is also meant to cover cases where S.C. officer lacks, as mentioned already, in certain amount of sophistication and polish;

(b) Wherever a senior enough S.C. officer is available, either in the parent department or in some other department at the same station that officer may be associated with the selection board for the purpose of selection;

(c) usually the field of selection is restricted to five times of the number of vacancies under consideration. In view of the severe under recruitment of S.C. people in the past decades in their case the field of selection may be extended to ten times of the vacancies."

Reservation in Promotion

41. Since the Government of India felt in 1957 that the earlier orders for reservation in posts filled by direct recruitment did not ensure adequate representation of the S.C. in the posts and services under the Central Government, the Ministry of Home Affairs issued orders in January 1957—O.M. No. 5/4/55-STC.I dated 4-1-57—extending the principle of reservation to all posts. in all services filled by promotion through competitive examination limited to Departmental candidates. With the result that quite a large number of persons belonging to these castes could join the Secretariat as Assistants, Sections Officers, etc., etc., till 1963.

42. The Supreme Court in its judgment on the civil appeal No. 341 of 1960 in the matter of General Manager of Southern Railways and others *Vs.* Shri K. Rangachari allowed the appeal and held that reservation in promotion for S.C. & S.T. is constitutional But for reasons best known to the Home Ministry, the Ministry of Home Affairs issued orders in November 1963—O.M. No. 1/10/61-Estt.(D) dated 8-11-63—withdrawing its earlier orders regarding reservations in promotion in Class I and II posts and restricting *the reservation in promotion* only to Class III and IV posts. This sudden order came as a great surprise since even today the representation of S.C. in class I and II posts continue to be very negligible *e.g.* 1.77% and 3.25% respectively. However, the Committee is happy to know that with effect from the 11th July 1968, Government of India have reviewed their policy and provided for reservations and other concessions to S.C. and S.T. in posts filled by promotion. The details of the order are mentioned earlier in this chapter.

43. In 1954 the Government of India issued instructions that in the case of vacancies reserved for S.C., if a sufficient number of S.C. candidates were not available, the vacancies that remained unfilled could be *treated as reserved for S.T. and vice versa* The attention of the Committee has been drawn to the order issued by the Ministry of Home Affairs in September 1962 to the effect that the vacancies reserved for S.T. for which suitable S.T. candidates are not available cannot be treated as reserved for S.C. and *vice-versa*. This order has been issued by the Government of India on the recommendation of the Scheduled Areas and S.T. Çommission (Dhebar Commission) the relevant recommendation of the Commission reads as under:—

> "this existing orders of the Union Government which permit the appointment of the S.C. candidates in the vacancies reserved for S.T., where suitable qualified S.T. candidates are not available, should, in our opinion, be rescinded. The presence of such a permissive order makes for the complacency. *The recruiting authorties* should make all possible efforts to find the S.T. candidates."

44. The Commisioner for S.C. and S.T. in his report for the year 1961-62 has offered the following comments on the afforesaid recommendation of the Dhebar Commission:

> "It clearly shows that what the Commission desired was that in case a ST. person was not available for a vacancy reserved for that category, every effort should be made to find one. The Commission, apparently, wanted that such a vacancy should not be filled straightaway by a S.C. person, but that all possible efforts should first be made to attract a S.T. candidate for filling it. What

further efforts can be made in that direction are indicated by the Commission in another recommendation quoted below :—

> "At the moment, if a vacancy reserved for a S.T. is not filled owing to the non-availability of a suitable candidate, the vacancy is kept open for a period of two years. We would suggest that, whatever the period for which the vacancy may be kept open, the State Government can get a candidate who is near enough the prescribed qualification, he may be given coaching for a time, re-examined and recruited if he is found to have made satisfactory progress."

It is obvious that there was no desire on their part to deprive a S.C. person of a vacancy reserved for the S.T. in case a S.C. candidate was not at all available. It is, therefore, suggested that early steps should be taken to revise the existing orders on the subject, so that the appointing authorities do not fill the vacancies reserved for the S.C. and the S.T. by members of other communities, till they have made all possible efforts to secure candidates from amongst these two communities."

45. At present the above suggestion of the Commissioner that early steps should be taken to revise the existing orders on the subject has not so far been accepted by the Ministry of Home Affairs. The Committee recommends that the above recommendation of the Commission may be implemented very early.

46. It has been observed that even after nearly two decades of the Independence of the country, the representation of the S.C. in the various posts and services under the Government of India continues to be very much inadequate. The figures of actual representation supplied to the Committee no doubt show a very alarming picture. We are convinced that unless some special measures are taken to increase the intake of S.C. in the services their representation will continue to be inadequate. Though the percentage of S.C. population to the total population of the country is 14.67 according to 1961 Census, the Government of India have provided 12.5% reservation for S.C. in vacancies filled in through direct recruitment on All India basis. The Government of India should consider the desirability of raising the percentage of reservation of S.C. in posts and services to which direct recruitment on All India basis is made to 15% in accordance with their percentage of population.

47. We would also recommend that it would be better as a long range policy that within the specified period, say ten years, the percentage of reservation in vacancies for S.C. in various posts and services is adequately reached. It would not be possible to increase their intake in services until the percentage reserved for them in various services is suitably raised.

48. As a result of our discussions with the various representatives of the S.C. as well as with the Employment Officers, we have come to know that considerable number of qualified S.C. candidates are available for employment for various categories of jobs. These candidates cannot be appointed by the appointing authorities because sufficient number of posts are not reserved for them. We would, therefore, recommend that the reservation of posts for S.C. in Class I, II, III and IV services should be raised from the existing percentages to 25% in Class I, 30% in Class II, 35% in Class III and 40% in Class IV.

49. The Committee would like to caution that the proposed increase in percentage of reservation in posts and services for S.C. will not serve any purpose unless the orders are implemented effectively and sincere effort is made by the appointing authorities to recruit S.C. persons. Any infringement in the observance of the rules of recruitment should be severely dealt with. The increased percentage of reservation should continue until the actual representation of S.C. in each cadre of service is in accordance with the percentage of their population to the total population of the country.

50. The plea for "consistently with the maintenance of the efficiency of the administration" requires to be examined carefully to find out now and to what extent it is being used against the interests of the S.C. It was contended that high education qualification is the criteria for efficiency and is necessary for S.C. to possess, to have the increased representation in services. Now when the educated S.C. are available, the qualification of personality test has been introduced to help non-S.C. candidates. We have observed during our tour in the country that there has been a great discontentment among the S.C. about the way the personality tests are being used to disqualify them from filling in the reserved vacancies. We, therefore, recommend that undue

weightage may not be given to personality test and if a S.C. candidate otherwise qualifies in the written test he should be selected.

51. We noticed during our tour that a strong feeling is growing amongst the educated S.C. that even the suitable amongst the S.C. are being rejected on the plea of efficiency because certain officers fear that a large scale entry of candidates belonging to S.C. may reduce the monopoly at present being enjoyed by the so-called advanced communities in the several branches of the Government services. We, therefore, recommend the creation of a special machinery for the proper implementation of the policy of recruitment to the Government services. For this purpose a Board consisting of trained and experienced administrators, representatives of S.C. and special workers with sufficient power to enforce full and proper implementation of the policy of reservation be set up under the chairmanship of the Union Home Minister. The Board should have powers to consider any complaints from the S.C. with regard to their recruitment against the reserved posts. The other precise powers and the functions of the Board will have to be carefully worked out to ensure that there is no duplication of agency and that the reservation orders are implemented properly. We are happy that recently a high power committee has been appointed by the Government of India to review the recruitment of S.C. and S.T. The composition and the functions of the above committee are such that the need to have a Board of the type the Committee has recommended is still there.

52. We agree that only the best qualified candidates should be appointed to man the technical posts. There is at present shortage of such candidates belonging to S.C. We have, therefore, recommended elsewhere that students belonging to S.C. should be increasingly given facilities at technical institutions, Engineering colleges, medical colleges, etc. etc.

53 (i). It is suggested that in order that the interests of the S.C. are safeguarded. in all committees and commissions appointed by the Government of India from time to time, at least one of its members should be S.C.

(ii). We requested all the Ministries in the Government of India on 8-11-1968 to let us know whether they are receiving representation (s) from the S.C. employees working under them, regarding injustice in the matters relating to seniority, promotion or ill-treatment. Nil information has been only from the 2 Ministries, while other Ministries have not furnished any information. We are of the view that the position on the whole is not satisfactory as complaints are often received in different Ministries regarding withholding of their promotion and their ill-treatment.

54. It is known that training facilities are monopoly of well-connected and already well-qualified employees. Normally training should be need-based and should be useful to the trainees and the Government. There are innumerable training facilities in India and abroad. However, S.C. employees do not normally get these opportunities especially of training organised under U.N., U.S. Aid, Colombo Plan, cultural exchange programmes. Since the weaker sections also should have the opportunities to fulfil their aspiration of getting training abroad it is strongly recommended that at least 25% of seats in various training programme sponsored by State Governments and Central Ministries should be reserved for S.C. employees. This may be done on the lines of reservations of seats in educational institutions.

55. It is the upper most duty of the Governments to extend all opportunities to S.C. employees and other eminent persons from them, by sending them on international jobs. This cannot be achieved unless a certain percentage of U.N. etc. Jobs is specially reserved for deserving S.C. persons There may be already a few S.C. employees on the panel prepared by the Ministry of Home Affairs, Food & Agriculture, Commerce etc. for U.N., FAO etc. assignments. It is strongly recommended that a separate Roster Panel of S.C. employees may be prepared and maintained for U.N. etc. assignments and the best from them who can project proper image of India abroad may be recommended.

56. Analysis of the information furnished by the various Ministries/Departments reveals the following position :—

(1) The Ministries are not maintaining the prescribed percentage of reservation for S.C. by filling up the reserved quota in various classes. Even the roster for recruitment is not being maintained and scrutinised properly.

(2) Ministries were not in a position to supply even complete information in respect of the Departments/ attached offices under their control. Whatever information has been

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supplied about the Ministries themselves is also not complete and in requisite details.

(3) Even in direct recruitment the various Departments/offices under the control of the Ministries have not been able to fill up the reserved quota. During tours in various States the Committee was informed by the Employment Exchange Officers at a number of places that a large number of qualified candidates from S.C. were available to fill the gazetted posts demanding higher educational qualifications. A number of representatives of S.C. associations also represented to us that suitable candidates from amongst S.C. were available but were not being given jobs. Therefore, the argument put forth by the Government Departments that suitable qualified candidates from these communities are not available, is not sustainable.

(4) During our tours we observed that the various heads of Departments/offices of the Central Government were not mentioning in the requisition forms whether the posts for which requisition was sent were reserved for S.C. or not. In the absence of this information it is difficult to the Employment Exchange offices to comply with the instructions. We, would, therefore recommend that the Govt. should issue clear-cut instructions to the appointing authorities to mention this fact in the requisition forms which they send to the employment exchange offices for recruitment of candidates. In case they fail to implement these orders, they may be suitably punished.

(5) Even in respect of Class IV posts in the Departments/Offices under the control of the various Ministries it is observed that they have not been able to recruit candidates from S.C. even though the qualifications demanded for such posts is less than matriculation. In some Ministries it is observed that the percentage of representation of Scheduled Castes in this category is most unsatisfactory.

(6) (i) There should be an officer in the grade of Director in the Railway Board, preferably from a S.C. to safeguard the interests of the S.C. in services as was done previously at the time of Shri Jagjiwan Ram, the then Railway Minister;

(ii) In all the Zones of the Railway previously there was a post of Class I officer especially to look after the service matters of S.C. and S.T. employees, but unfortunately that post was abolished recently. The Committee therefore strongly recommends that this post should immediately be revived.

(iii) Similarly, there should be one Class II officer, preferably from a S.C., in all the Divisional offices of the Railways to look after the service matters of the S.C. (both direct recruitment and all promotional posts).

(7) The Committee recommends that there should be one senior S.C. officer in each of the Sectional Committee, Promotion Committees and other Departmental Committees.

(8) In each Railway Public Service Commission there should be a representative of S.C.

(9) The Committee during its tour received complaints from the S.C. Government employees, both Central and States to the effect that recognised government employees unions were not only not taking interest to safeguard the rights and privileges of S.C. employees but were actually hostile to them. The recognised unions have consistently failed to take up the cases of S.C. employees arising out of non-implementation of special reservation orders with the authorities concerned for redressal of grievances. They have gone to the extent of opposing the special reservation to the S.C. and S.T. candidates in promotion in services.

(10) The Central Govt. as well as the State Govt. employees' recognised unions have no right to recommend to the Government or to adopt any official resolutions not to provide any reservation for Scheduled Castes and Scheduled Tribes in all classes in promotion and selection posts. Such actions are against both the Constitutional provisions and the Government policy in this regard.

The S.C. candidates are not in a position to approach the MLAs and MPs to get their grievances redressed as it is against the existing rules.

Since the various employees' unions are almost wholly represented by the employees other than S.C. and S.T., they cannot be expected to safeguard the legitimate interests of the S.C. and S.T. Very often their recommendations and demands are conflicting with that of the S.C. and S.T. Hence it is recommended that the S.C. and S.T. employees in the various Ministries/Deptts. under the Central as well as the State Govts. should have a right to organise their own unions for the purpose of safeguarding their constitutional rights and privileges and the Home Ministry should revise their present policy of not according recognition to the Unions and Associations of the S.C. and S.T. employees.

(11) As already recommended in 1964 by the Planning Commission Seminar on Employment and Training for the S.C. and S.T., there is an imperative need for establishing a *Central Executive Authority* fully qualified with power to nominate candidates against reserved vacancies, separately at the Central Government and State Government levels. This authority may function through compliance reporting officers posted in various executive departments of the Government.

CHAPTER 2

STATE GOVERNMENT SERVICES

Representation of Scheduled Castes in the services and posts under the State Governments/Union Territory Administrations.—Under Articles 16(4) and 335[1] of the Constitution, the Central and State Governments have made reservations for Scheduled Castes in posts and services under their control. The reservation orders in services for Scheduled Castes have been extended very recently to Pondicherry and Jammu & Kashmir.

2.2. With a view to study the implementation of these orders the Committee tried to find out the percentage of reservation for persons belonging to these communities and their actual representation in various services and posts. During our tours in various States, the Committee contacted the heads of departments and district level officials to find out how far the reservation orders are being implemented.

2.3. Most of the State Governments have prescribed proformae to collect information regarding the representation of Scheduled Castes in State services and posts. We requested them to supply us the figures of actual representation for a period of 10 years ending 1965. We, however, regret very much to say that in spite of having prescribed these proformae, most of the State Governments/Union Territory Administrations could not furnish uptodate information on the subject. However, in this Report, we have made use of whatever information we have collected during our tours and furnished to us by the Governments concerned. We are still pursuing the State Governments to furnish us uptodate figures relating to the actual representation of Scheduled Castes.

2.4. Since the Committee has yet to visit other States like Uttar Pradesh, Rajasthan, Gujarat and Orissa we are discussing only the position only in respect of the States and Union Territories which we have toured so far.[2]

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2.5. The Scheduled Castes form 13.8 per cent of the total population of the State according to 1961 Census. The reservation[3] for Scheduled Castes in services under the State Government to be filled in by direct recruitment at present has been fixed at 14 per cent. It is observed that in 1956 a combined reservation of 16 per cent was made for Scheduled Castes and Scheduled Tribes in Andhra region based on the Census of 1951. After the formation of the State of Andhra Pradesh, in order to have uniformity in regard to the percentage of reservation throughout the State it was decided that where separate recruitment to certain services in Telangana area was made, the reservation of 18 per cent for S.C. and S.T. should be followed. It was further decided that for recruitment in all other cases the reservation of 16 per cent for Scheduled Castes and Scheduled Tribes allowed in Andhra region should be extended to Telangana also. The Government reconsidered the issue and decided in December, 1960[4] that the reservation for Scheduled Castes and Scheduled Tribes should be 17 per cent. "The question of extending the principle of reservation in appointments to all other posts in all Departments to which it did not apply originally and also to promotions within services and for carrying forward of the vacancies reserved for Scheduled Castes which were left unfilled for want of suitable and qualified candidates" was considered by the Government. An order was issued in May, 1961[5] under which the principle of reservation in appointments were extended to all the categories of posts including posts involving promotions in all Departments including the Departments of Secretariat to which it did not apply previously." It was also "directed that if for

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[1] Not applicable to Jammu & Kashmir.

[2] Andhra Pradesh, Bihar, Jammu & Kashmir, Kerala, Madhya Pradesh, Madras, Maharashtra, Mysore, Delhi, Himachal Pradesh, Pondicherry, Manipur and Tripura.

[3] G. O. No. M.S. No. 1644 Education (SW) Deptt. dated 11-6-1965.

[4] G. O. MS. No. 1899 General Administration (Services D) Department, dated 19-12 1960.

[5] G. O. No. M.S. 559 General Administration (Services D) Department, dated 4-5-1961. The orders were given retrospective effect from 1-1-1961.

any reason the rotation and the reservation would not be made applicable to any post filled by promotion and certain number of such posts in all categories in all departments should be reserved for direct recruitment wherever possible. The rule of reservation was to be applied to the posts so reserved for direct recruitment by amending the special rules suitable for the purpose." It was also "directed that if the vacancies reserved for Scheduled Castes were not filled for want of qualified and suitable candidates such vacancies should be carried forward and added as an additional number of reserved vacancies for the subsequent years for a period of two calendar years excluding the year of selection". "This rule of reservation in appointments was to be strictly followed wherever it applied even in making temporary appointments to posts under emergency provisions." During the tour the Committee learnt that the orders regarding reservation in promotions were held in abeyance[6] and have since been withdrawn. We also found that the orders regarding carry forward of vacancies was withdrawn[7] by the State Government on 24th October, 1963 on the plea that the Supreme Court had declared an analogous carry forward rule of the Central Government as unconstitutional and bad. This notification was deemed to have come into force on the 1st January, 1961, the date on which carry forward orders dated 4th May, 1961 issued by the State Government came into effect.

2.6. To increase the intake of Scheduled Castes in services a number of concessions like (i) relaxation in upper age limit by five years except where the maximum age limit prescribed is 40 years and above; (ii) relaxation of 80 marks in aggregate to Scheduled Caste candidates for becoming qualified for selection by the State Public Service Commission as compared to candidates belonging to general category, *i.e.* if a candidate belonging to Scheduled Caste gets 240 marks in aggregate to become qualified for selection the candidate belonging to communities other than Scheduled Castes and Scheduled Tribes is required to get 320 marks out of a maximum of 800 marks to get qualified for selection; (iii) allowing Scheduled Caste candidates to appear in oral tests held by the Public Service Commission even if they do not obtain the minimum 30 per cent marks in the written test with the approval of the Government whereas candidates of other communities should get 40 per cent for a pass and (iv) total remission of fees prescribed for candidates for applying for appointments to any service, recruitment to which is made through State Public Service Commission, etc. etc.

2.7. The State Govt. appointed in 1963, Shri N. Yaganti to review the progress made in regard to the implementation of the various concessions in services extended by the Government to the Scheduled Castes, Scheduled Tribes and Backward Classes. He made eleven recommendations. It has been intimated that action has been taken by the State Government on three of them.

2.8. *Actual Representation*—We requested the State Government to furnish the figures of actual representation of Scheduled Castes in the posts and services under them for a period of 10 years so that we may be able to judge the progress of the representation of Scheduled Cases in services. But the State Government have shown their inability to furnish the figures in the form prescribed by us. We regret to state that even in the Commissioner's Annual Reports no information in this respect is given. This clearly shows that the State Government has not been furnishing the figures of actual representation to the Commissioner's office also. However, they have only made available combined information with regard to the representation of the Scheduled Castes and Scheduled Tribes by pay-scales and that too for the years 1961 and 1962 only.

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6 Not confirmed by the State Government as yet.

7 G. O. No. MS. 1247, General Administration (Services D) Department, dated 24-10-1963.

The information as supplied by the State Government is given below :—

TABLE No. 1

Table showing the representation of Scheduled Castes and Scheduled Tribes in the State Services during the year 1961 *and* 1962

Years	Gazetted Officers — No. of posts			Non-Gazetted officers on Rs. 100 and above — No. of posts			Non-Gazetted officers on Rs. 35 & upward but below Rs. 100 — No. of posts			Non-Gazetted officers drawing less than Rs. 35 — No. of posts		
	Total	S.C. & S.T.	%age of Col. 3 to 2	Total	S.C. & S.T.	%age of Col. 6 to 5	Total	S.C. & S.T.	%age of Col. 9 to 8	Total	S.C. & S.T.	%age of Col. 12 to 11
1	2	3	4	5	6	7	8	9	10	11	12	13
Permanent												
1961 .	2,005	37	1·8	19,239	576	2·9	52,836	3,712	7·6	7,453	869	11·6
1962 .	2,248	44	1·9	24,585	688	2·8	58,029	4,571	7·8	2,267	232	10·2
Temporary												
1961 .	2,506	69	2·8	24,517	906	3·7	29,081	2,415	8·3	9,556	1,065	11·1
1962 .	2,095	94	4·5	25,911	1,275	4·9	39,324	3,658	9·3	2,322	292	11·6

Note —The reason for the sudden decrease or increase in the number of sanctioned posts during the year 1962 as compared to the year 1961 has not been furnished by the State Government.

The above figures suffer from many shortcomings. Firstly, the figures of representation are combined for Scheduled Castes and Scheduled Tribes and secondly it is not known whether in lower categories of employees, the number of sweepers and scavengers are also included. However, the figures clearly show the inadequate representation of the Scheduled Castes and Scheduled Tribes in services. It is not possible to draw any conclusion from these figures about the actual representation of Scheduled Castes in State services and posts. The Committee has been informed[8] that reservation orders are not followed by the Departments of Agriculture, Animal Husbandry, Integrated Milk Project, Cooperative, Fisheries, Civil Supplies, Forests and Marketing.

2.9. The information furnished by the Inspector General of Police, Andhra Pradesh in respect of Police Services is given below :—

TABLE No. 2

Table showing the representation of Scheduled Castes in Police Services as on 31-3-1966

Sl. No.	Rank	Sanctioned strength		No. of Scheduled Castes		Percentage of Sch. Castes to sanctioned strength	
		Permanent	Temporary	Permanent	Temporary	Permanent	Temporary
1	2	3	4	5	6	7	8
1.	Inspector General of Police and Additional Inspector General of Police	2	Nil	Nil	Nil	Nil	Nil
2.	Dy. Inspector General of Police .	6	1	Nil	Nil	Nil	Nil
3.	Superintendents of Police . .	34	7	1	Nil	2·9	Nil
4.	Asstt. Supdt. of Police and Dy. Supdts. of Police	98	21	5	Nil	5·1	Nil
5.	Circle Inspectors	300	37	5	1	1·7	2·7
6.	Sub-Inspectors	1,360	57	65	9	4·8	15·8
7.	Reserve Inspectors	90	25	2	Nil	2·2	Nil
8.	Reserve Sub-Inspectors . .	306	70	12	1	3·9	1·4
9.	Asstt. Reserve Sub-Inspectors and Head Constables	4,630	595	268	35	5·8	5·8
10.	Police Constables	30,177	2,781	3,196	110	10·6	3·9
11.	Commandants	5	2	Nil	Nil	Nil	Nil
12.	Dy. Commandants	Nil	5	Nil	Nil	Nil	Nil

[8] The Food and Agriculture Deptt. letter No. 1867/P/GII/66-6, dated the 18-8-1966.

TABLE NO. 2—*contd.*

1	2	3	4	5	6	7	8
13.	Asstt. Commandants	17	31	1	Nil	5·9	Nil
14.	Havaldar Major	35	12	5	1	14·3	8·3
15.	Havaldars	141	42	14	1	9·9	2·4
16.	Naiks	358	108	31	Nil	8·7	Nil
17.	Lance Naiks	341	108	44	Nil	12·9	Nil

It would be observed that Scheduled Castes are not adequately represented in the various categories of posts in the Police Department of the State. Even in the posts of Naiks and Lance Naiks their representation is very poor. During our tour, we were told that the number of Scheduled Caste persons working as constables in the Telangana region would be far less than that of Andhra region. For example in Nizamabad district out of 650 constables only 21 were Scheduled Castes and out of 23 Sub-Inspectors no one belonged to that community.

2.10. In so far as the Judicial Department is concerned, the following table gives information[9] regarding the representation of Scheduled Castes in various categories of posts as on 1st January, 1966:

TABLE NO. 3

Table showing the representation of Scheduled Castes in the posts and services under the Judicial Department as on 1-1-1966

Class	Total No of employees including Scheduled Castes		No. of Scheduled Castes employees		%age of col. 4 to col. 2	%age of col. 5 to col. 3
	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary
1	2	3	4	5	6	7
I	42	5	1	1	2·4	20·0
II	133	42	1	1	0·8	2·4
III	2,012	678	30	45	1·5	6·6
IV (other than sweepers and scavengers)	1,763	1,374	69	4	3·9	0·3

The figures given above show that the representation of Scheduled Castes is very poor in all classes of services, but it is more conspicuous in class IV category. Out of 1,374 temporary employees in class IV, only 4 persons belong to the Scheduled Castes. This shows that the appointing authorities are not following the reservation orders.

2.11. The table below indicates the position regarding vacancies filled in through direct recruitment in the Judicial Department during the year 1965:

TABLE NO. 4

Table showing the number of vacancies filled in through direct recruitment in the Judicial Department during the year 1965

Class	Total No. of vacancies		Vacancies reserved for Sch. Castes		No. of S.C. actually recruited		%age of col. 6 to 2	%age of col. 7 to 3
	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary
1	2	3	4	5	6	7	8	9
I	1	1	Nil	Nil	Nil	Nil	Nil	Nil
II	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
III	33	61	8	8	8	4	24·2	6.6
IV (Other than sweepers and scavangers)	15	38	1	6	3	4	20·0	10.5

[9]Figures obtained from the Deputy Commissioner for Scheduled Castes and Scheduled Tribes, Hyderabad

It will be observed from the above table that recruitment to Class III and Class IV temporary posts was less than 14 per cent.

2.12. During the Committee's tour we collected information regarding the actual representation of Scheduled Castes in the offices of three Deputy Registrars of Cooperative Societies as given below :

TABLE No. 5

Table showing representation of Scheduled Castes in offices under the Control of the Deputy Registrars of Cooperative Societies

Sl. No.	Name of District	Class I		Class II		Class III		Class IV		%age of S. C. to the total strength			
		No. of posts	S.C.	No. of posts	S.C.	No. of posts	S.C.	No. of posts	S.C.	I	II	III	IV
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Anantapur	Nil	Nil	24	1	34	Nil	16	1	Nil	4·2	Nil	6·2
2	Chittoor	4	Nil	43	4	Nil	Nil	12	1	Nil	9·3	Nil	8·3
3	Hyderabad	Nil	Nil	14	Nil	37	Nil	17		—Nil—			

It is disappointing to note that there is no Scheduled Caste person working in the office of the Deputy Registrar of Cooperative Societies, Hyderabad in any category of posts and also their inadequate representation in other two above mentioned offices.

2.13. In the office of the District Agricultural Officer, Hyderabad the representation of Scheduled Castes was as follows :—

TABLE No. 6

Table showing representation of Scheduled Castes in various posts in the office of the District Agricultural Officer

Sl. No.	Cadre	Total strength	Strength of Sch. Castes	%age of Scheduled caste employees to total strength
1	2	3	4	5
1	Agricultural Asstts.	28	Nil	Nil
2.	Upper Division Clerks	4	Nil	Nil
3.	Lower Division Clerks and G. Ss. . . .	27	Nil	Nil
4.	Fieldmen	64	Nil	Nil
5.	Kamgars	21	Nil	Nil
6.	Class IV Employees	32	4	12·5

The above figures show that except in class IV posts no Scheduled Caste person is employed in the office of the District Agricultural Officer, Hyderabad.

2.14. The following figures give information regarding the number of teachers working in Secondary Schools in the State as on 31-3-1964 :—

(i) Total No. of teachers in the State	1,32,073
(ii) No. of Scheduled Caste teachers in the State	13,712
(iii) Percentage of Scheduled Caste teachers to the total number of teachers in the State	10.4

It will be clear from above that the representation of Scheduled Castes among the cadre of teachers in the State is below 14 per cent.

2.15. *State Public Service Commission.*—At present, there are four members in the State Public Service Commission and none of them belongs to Scheduled Castes. The Commission have supplied combined information with regard to the number of vacancies reserved for Scheduled Castes and Scheduled Tribes and the number of persons belonging to these castes/tribes actually recommended by them, in respect of the following group of services :—

TABLE No. 7 (a)

Table showing the number of vacancies notified as reserved for Scheduled Castes and Scheduled Tribes and number of persons actually recommended by the State Public Service Commission.

Sl. No.	Year	No. of vacancies notified as reserved	No. of S.C. & S.T. candidates recommended	Name of the post
1	2	3	4	5
Group II				*A Services (B.A. Standard)*
1.	1961-62	34	18	Co-op. Sub-Registrar, Asstt. Inspector of Labour, Municipal Commissioner Grade III, Dy. Panchayat Officer, Dy. Tehsildar and Circle Inspector of Excise.
2.	1962-63	25	4	Probationary Revenue Inspectors, Municipal Commissioner Grade III, Deputy Tehsildar.
3.	1963-64	2	1	Municipal Commissioner, Circle Inspector of Excise.
4.	1964-65	10	6	Asstt. Commercial Tax Officers, Asstt. Inspector of Labour, Dy. Tehsildar, District Inspector of Accounts and Revenue Inspector.

TABLE No. 7 (b)

Sl. No.	Year	No. of vacancies notified as reserved		No. of S.C. & S.T. candidates recommended		Name of post
		Andhra	Telangana	Andhra	Telangana	
1	2	3	4	5	6	7
Group II						*B Services (B. A. Standard)*
1.	1962	85	25	27	2	Clerks (Lower Divn. and Upper Divn.) in the office of the Heads of Deptt. and in the Secretariat.
2.	1963	60	14	28	1	
3.	1964	55	20	33	6	

TABLE No. 7 (c)

Sl. No.	Year	No. of vacancies notified as reserved	No. of S.C. & S.T. candidates recommended	Name of post
1	2	3	4	5
	Group III Services (P. U. C. Standard)			
1.	1960	85	6	Jr. Inspector of Co-operative Societies & Sr. Inspector of Co-operative Societies.
2.	1961	144	75	Do. & Revenue Sub-Registrar.
3.	1962	36	6	Do. & Do.
4.	1963	17	7	Do. & Do.

It will be seen from the above table that there is a big gap between the number of vacancies notified as reserved for Scheduled Castes and Scheduled Tribes and number of persons recommended by the Commission for appointment against these vacancies. It is observed from the report of the Public Service Commission for the period

ending 31-3-1964 that for recruitment to the post of junior inspectors of Co-operative Societies for Telangana area only held in 1962, 17 posts were reserved for Scheduled Castes and Scheduled Tribes but no applicant could be recommended by the Commission for appointment. It is noticed that 65 candidates belonging to those communities applied for these posts out of which 36 persons fulfilled the prescribed qualifications but only 4 applicants were called for interview and none was selected by the Commission. The Commission have not furnished any information on the above lines in respect of Group I services for which candidates must possess minimum B.A. (Honours) and M.A. qualifications.

2.16. The Service Commission made special recruitment from amongst Scheduled Castes, Scheduled Tribes and Backward Classes to fill in 55 posts of Senior Inspectors of Cooperative Societies for Telangana area only and one post of Reserve Sub-Registrar each from Scheduled Castes and Scheduled Tribes during the year 1963. These posts required minimum educational qualification of P.U.C. The table below gives the number of vacancies reserved for Scheduled Castes and Scheduled Tribes and the persons actually recruited :

TABLE No. 8

Table showing the number of vacancies reserved for Scheduled Castes & Scheduled Tribes and the persons actually recruited by the Public Service Commission to the posts of Senior Inspectors of Cooperative Societies & Reserve Sub-Registrar in 1963.

	Sch. Castes & Sch. Tribes		Backward Classes		Total	
	Senior Inspector	Reserve Sub-Registrar	Senior Inspector	Reserve Sub-Registrar	Senior Inspector	Reserve Sub Registrar
1	2	3	4	5	6	7
No. of vacancies	17 (13 SC 4 ST)	2 (1 SC 1 ST)	38	..	55	2
No. of applications received	59	36	455	...	514	36
No. of applications admitted	36	21	207	...	243	21
No. of candidates interviewed	4	6	66	...	70	6
No. of candidates recruited	4	2	38	..	42	2

It is seen that as against 13 and 4 posts of Senior Inspectors reserved for Scheduled Castes and Scheduled Tribes respectively only 4 persons belonging to these communities could be recommended for appointment by the Commission. It is also observed that for one post of Reserve Sub-Registrar reserved for Scheduled Castes for which the minimum educational qualification was P.U.C., the person who was selected by the Commission was a Bachelor of Arts.

2.17. During the discussion with the Chairman of the Public Service Commission, it was learnt that sufficient number of qualified Scheduled Caste candidates are not available to fill in the vacancies which relate to technical subjects. In the year 1965, not a single Scheduled Caste candidate could be recommended by the Commission for Grounp I posts. The Commission was of the view that the Scheduled Caste students generally do not fare well in their written, examinations. It was, however, stated by the Commission that for non-technical posts, quite a good number of Scheduled Caste persons are available because of the relaxation in age and other concessions.

2.18. During the tour, the Committee was also given to understand that due to some legal provision it is not possible to give benefit of a vacancy reserved for Scheduled Caste in Telangana region to a Scheduled Caste person if he belongs to Andhra Region, even if no suitable candidate belonging to Scheduled Castes is available in Telangana Region.

2.19. *Representation in the Services under the High Court and the Subordinate Courts.*—We requested the Registrar of the High Court to furnish us information about the representation of Scheduled Castes in services under the High Court and courts subordinate to it. The required information has not been furnished.

2.20. *Reservation in posts in Statutory Bodies and Public Sector Undertakings, etc.*—The General Administration Department of the State Government have not issued any instructions to Statutory Bodies and the Public Undertakings, etc., for making reservation in posts and services in favour of Scheduled Castes. There are many public undertakings and autonomous bodies like State Road Transport Corporation, State Electricity Board, Nizam Sugar Factory etc. etc., in the State. During the tour the Committee visited the Nizam Sugar Factory and found that reservation orders are not being followed for appointment of Scheduled Caste persons. It was also revealed that there was no representation of Scheduled Castes on the Board of Directors of the Factory.

2.21. *Reservation in the posts under the Panchayati Raj Institutions.*—Fourteen per cent posts are reserved for Scheduled Castes in Zilla Parishads and Panchayat Samities. During the tour, the Committee was informed that in Warangal District only one Scheduled Caste L.D.C. was working in each of the offices of the Zilla Parishad and Zilla Parishad High Schools. The representation of Scheduled Castes in other cadres of the Panchayat Samities in the District was as follows :

TABLE NO. 9

Table showing representation of Scheduled Castes in various posts under the Panchayat Samities of Warangal District

Sl. No.	Cadre	Total number of employees	No. of Sch. Caste employees	%age of S. C. to total employees
1	2	3	4	5
1.	Lower Division Clerks	203	5	2·5
2.	Typists	57	1	1·7
3.	Village Level Workers	252	7	2·8
4.	Gram Sevaks	21	1	4·8
5.	Seed Store Clerks	20	1	5·0
6.	Lady Teachers	11	1	9·1
7.	Elementary Grade Teachers	703	46	6·5
8.	Secondary Grade Teachers	390	9	2·3

2.22. The Committee was intimated that the number of Scheduled Caste and Scheduled Tribe persons selected for appointment for various posts under the Guntur Zilla Parishad during the year 1963 was as follows :—

TABLE NO. 10

Table showing the number of Scheduled Castes and Scheduled Tribes Persons selected for appointment under the Guntur Zilla Parishad during the year 1963.

S. No.	Cadre	No. selected	No. of S.C. and S.T. selected	%age of col. 4 to 3
1	2	3	4	5
1.	Secondary Grade teacher	269	23	8·5
2.	Higher Grade teacher	111	9	8·1
3.	Gram Sevika	30	6	20·0
4.	Sewing Instructor	16	4	25·0
5.	Grade II Tel. Pandit	12	2	16·6
6.	Jeep Driver	28	2	7·1
7.	Lower Division Clerk	86	1	1·2
8.	Clerical attender	5	1	20·0
9.	Compounder	11	1	9·1
10.	Social Studies B. Ed. Assistant	48	1	2·1

It is evident from above that adequate representation is not enjoyed by the Scheduled Caste in various posts under Panchayati Raj Institutions.

2.23. *Representation of Scheduled Castes in the posts and services under the local bodies.*—The Director of Municipal Adminstration informed the Committee that the Government have issued instructions to all Municipalities to follow reservation orders and that Municipalities are implementing these orders. He further informed that when the Regional Director goes for inspection, he checks whether these orders are being carried out by Municipalities and the irregularities noticed by him are brought to the notice of the Municipality concerned for rectification. He also intimated that reservation orders are not applied in case of temporary posts and appointments made for emergency purposes.

2.24. The Director of Municipal Administration has furnished the information in regard to the representation of Scheduled Caste employees in permanent and temporary posts in 80 Municipalities of the State. It has not been informed whether these figures include information about sweepers and scavengers. The percentage of representation of the Scheduled Castes cannot also be known because the total number of employees working in the Municipalities have not been furnished. However, from the information supplied to us it is found that there is no temporary Scheduled Caste employee in 35 Municipalitiest of the State. In 4 Municipalities of Narsapur, Pomar, Markapur and Mehboob Nagar they are neither employed in temporary nor permanent posts. In the Municipalities of Bodhen and Kadiri only one Scheduled Caste temporary employee each is working. During the tour, the Committee met the Municipal Officer of Warangal and it was learnt that there were two Scheduled Caste persons out of 30 clerks working in that Municipality. No Scheduled Caste person was holding a gazetted appointment in that Municipality.

2.25. *Role of Employment Exchanges.*—We requested the various Employment Exchanges to furnish us information regarding the registration and placement of Scheduled Castes applicants. The information received from three Employment Exchanges is given below :—

TABLE No. 11

Table showing the registration and placement of Sch. Caste applicants as supplied by the Employment Exchanges during the year 1965-66

Name of the Employment Exchanges	No. of candidates registered		No. of vacancies notified to the Exchange General							
			General				Reserved for S.C.			
	General	S.C.	Central Govt.	State Govt.	Semi-Govt. & Local bodies	Others	Central Govt.	State Govt.	Semi Govt. Local bodies	Others
1	2	3	4	5	6	7	8	9	10	11
*Chittoor	7,748	514	78	1,212	1,001	353	3	6	Nil	Nil
*Kurnool	11,652	237	498	1,395	251	99	Nil	Nil	Nil	Nil
Anantapur	8,948	658	8	586	460	12	3	Nil	Nil	Nil
	27,748	1,409	584	3,193	1,712	464	6	6	Nil	Nil

No. of vacancies actually filled							
General				Scheduled Castes			
Central Govt.	State Govt.	Semi-Govt. & Local bodies	Others	Central Govt.	State Govt.	Semi-Govt. & Local bodies	Others
12	13	14	15	16	17	18	19
21	918	713	73	4	120	62	1
488	1,382	248	106	Nil	Nil	Nil	Nil
6	542	799	6	2	22	28	Nil
515	2,842	1,760	185	6	142	90	1

*Figures relate calendar year 1965.

It is evident from the above table that the Central and State Government employers did not notify correctly the number of vacancies to be reserved for Scheduled Castes. The semi-Government employers did not indicate at all the number of posts reserved for Scheduled Castes. This establishes the fact that the Central and State Government as well as semi-Government employers do not specify in their requisitions sent to the Employment Exchanges, the number of posts that are to be treated as reserved for Scheduled Castes.

2.26. Since the reason generally advanced by the officers for the poor representation of Scheduled Castes even in Class III and IV services was non-availability of suitable qualified candidates, the Committee tried to collect statistics from the various Employment Exchanges regarding the qualifications of Scheduled Caste applicants on their live registers. The information received from four Employment Exchanges is given below :—

TABLE No. 12

Table showing the number of Scheduled Castes applicants according to educational qualifications on the live register of four Employment Exchanges as on 31-12-196-.

Sl. No.	Name of the Employment Exchange	No. of Sch. Castes on the live register			
		Total	Graduates	Matrics	Non-Matrics
1	2	3	4	5	6
1.	Anantapur	115	Nil	33	82
2.	Chittoor	395	1	65	329
3.	Kakinad	757	15	267	475
4.	Kurnool	466	Nil	51	415
	TOTAL	1,733	16	416	1,301

It will be seen from above that 16 graduate, 416 matric and 1,301 non-matric Scheduled Caste persons were available with the four Employment Exchanges for employment

2.27. *Observations and Recommendations* :

(I) *The Committee is surprised to know that the State Government have not applied the reservation orders for recruitment of Scheduled Castes to posts in the Departments of Agriculture, Animal Husbandry, Integrated Milk Project, Cooperatives, Fisheries, Civil Supply, Forest and Marketing and thus constitutional obligations have not been honoured. The Committee has consulted the various annual reports of the Commissioner for Scheduled Castes and Scheduled Tribes and found that the Commissioner has failed to point out that the Government of Andhra Pradesh have not applied the 14 percent reservation to all the departments of the State.*

(II) *Taking into account the overall deficiency in the representation of Scheduled Castes in various services and posts in the State, the Committee would recommend that the legal provision to safeguard the interests of Telangana region may be maintained but if a suitable Scheduled Caste person belonging to that region is not available, the post may be offered to a Scheduled Tribe person belonging to said region before declaring it open for general category of candidates of the region. If still suitable candidates are not available in Telangana, the posts should be reserved for Scheduled Caste candidates belonging to Andhra region.*

(III) *The State Government have withdrawn the orders regarding carry forward of unfilled reserved vacancies on the plea that the Supreme Court had declared the carry forward rule of the Central Government as unconstitutional. The correct position is that the Supreme Court did not declare carry forward of vacancies as such, unconstitutional. Only, if in any recruitment year, the number of normal reserved vacancies and the carry forward reserved vacancies exceed 50 percent of the total vacancies, the carry forward rule is capable of offending against the provisions of Article 16(1) and (2) of the Constitution. Even today carry forward of Unfilled reserved vacancies is in vogue in the Central Government as well as in many States. It is, therefore, recommended that the State*

Government should immediately reconsider their decision and allow carry forward of vacancies reserved for Scheduled Castes to the maximum possible extent within the broad principle laid down in the decision of the Supreme Court.

(IV) *Under the orders of the State Government it is observed that where the selection is both by written and oral test the Public Service Commission may in special circumstances and with the previous approval of the Govt. admit candidates belonging to the Scheduled Castes to the oral test though they may not have obtained the maximum of 30 percent of marks in the written test. During our discussions we requested the Public Service Commission and the General Administration Department to intimate the number of cases in which such relaxation was given to the Scheduled Caste candidates but the information has not been furnished. We are, therefore, not in a position to know whether benefit of this concession has reached any Scheduled Caste candidate or this concession has remained only on paper.*

(V) *The State Government had issued orders in 1963 that wherever the special rules required the rule of reservation to be followed for promotion and transfer, effort must be made by the concerned authorities and the Heads of the Department etc., to train members in services belonging to Scheduled Castes to make them suitable for filling up superior posts reserved for them. It is not known whether any efforts were made by the concerned authorities to carry out the orders of the Government. At least no such case was brought to the notice of the Committee by the State Govt.*

(VI) *Special efforts should be made by the Judicial Department to increase the intake of Scheduled Castes in the various categories of posts under them.*

(VII) *In view of the poor representation of Scheduled Castes in the police department it is suggested that as a special case educational qualifications may be lowered for Scheduled Caste persons to enable them to join in the rank of constables.*

(VIII) *The State Government should issue necesary instructions to the statutory bodies and public undertakings and to make reservation in posts and services on the lines of the State Government in favour of Scheduled Castes.*

(IX) *The Department of Municipal Administration should ensure that reservation orders are followed by the various municipalities.*

(X) *There is no scheme for imparting training to the Scheduled Castes to enable them to qualify for entry to various State services and posts. Since their representation in the services is very poor, it is recommended that steps may be taken to establish a pre-examination training*[10] *centre to give coaching to Scheduled Caste candidates for appearing in various competitive examinations for entry into various State services.*

(XI) *The Directorate of Employment Training should arrange coaching*[11] *training at suitable places in the State for Scheduled Caste applicants on the live registers of the various Employment Exchanges in trades like typing stenography, accountancy, etc., etc., to increase their employment opportunities.*

(XII) *A handbook should be brought out containing the various orders issued by the State Govt. from time to time regarding reservation of posts for Scheduled Castes in the State services and other concessions given to them and make it available to all the appointing authorities*[12]

(XIII) *The State Government should also take steps to collect regularly the statistics regarding the representation of the Scheduled Castes in services and post under them so as to find out the progress in the implementation of the orders. The General Administration Department should prescribe returns to be furnished by all the appointing authorities which should be properly scrutinised either in that Department or in the Social Welfare Department and the names of the authorities not carrying out properly the reservation orders should be brought to the notice of the Government.*

(XIV) *At the State level, there is no machinery to ensure strict observance of the reservation orders issued by the State Government from time to time. An Emememployment Cell*[13] *should be established.*

(XV) *All the Government, local body, statutory body and public undertaking employers should be asked to indicate clearly the number of posts reserved for Scheduled Castes in the requisitions sent by them to the various Employment*[14] *Exchanges.*

[10] *Please see para* 2. 156.

[11] *Please see para* 2.155.

[12] *Please see para* 2.157.

[13] *Please see paras* 2.158 to 2.160.

[14] *Please see paras* 2.162 to 2.164.

(XVI) *The Scheduled Caste applicants who are called for interview/examination should be paid travelling allowance on the lines of the Central Government and the Government of Madhya Pradesh.*

(XVII) *Panchayati Raj institutions should take special steps to increase the intake of Scheduled Castes in various categories of posts under them.*

BIHAR

2.28. According to 1961 Census the population of Scheduled Castes in Bihar is 14.4 per cent of the total population of the State. The Government of Bihar issued orders on 7th of February, 1948 prescribing reservation of vacancies for members of the Scheduled Castes in posts and services under the Government. Subsequently in Appointment Department resolution No. 7285, dated the 31st July, 1951 a new set of instructions about the reservation of vacancies for members of Scheduled Castes were issued. In 1953 Government again reviewed their policy in regard to the reservation of vacancies for the Scheduled Castes and prescribed a reservation of 12½ per cent in the vacancies for Scheduled Castes in State Services and posts of Classes I, II and III. Vacancies in regional or local cadres, establishments and offices to which appointments are made by an authority subordinate to the State Government, in Classes I, II and III, it was ordered that where the proportion of the population of Sch. Castes in the Division, District or any higher administrative unit than a district, is 12½ per cent or more, 12½ per cent of the vacancies shall be reserved for Scheduled Castes and where the proportion of the Scheduled Castes is less than 12½ per cent, the reservation shall be equal to the percentage of the Scheduled Castes in the total population of Division, District or other administration unit, as the case may be. For population below one per cent, there shall be no reservation. In the case of services and posts of Class IV to which direct recruitment is made on a State basis 25 per cent of the vacancies are reserved for Scheduled Castes and to vacancies in the same cadre in regional or local cadre establishments and offices according to a formula under which where the proportion of the Scheduled Castes to the total population of the District, Division, etc. is less than or equal to 12½ per cent the reservation is double the percentage of the population of Scheduled Castes in the total population. In areas where the percentage of Scheduled Caste population to the total population is more than 12½ per cent the reservation is 25 per cent plus the percentage of Scheduled Castes in the total population in excess of 12½ per cent. The Government also ordered that until members of the Scheduled Castes and the Scheduled Tribes are appointed to the total number of vacancies in Class IV services to which they were entitled since the issue of orders about reservation on the 7th February, 1948 only candidates belonging to these communities should be appointed to Class IV services. Subsequently orders were issued in 1960[15] to the effect that recruitment to Class IV posts was to be made only from the members of Scheduled Castes and Scheduled Tribes. Though it was a laudable order to reserve 100 per cent posts in Class IV for Scheduled Castes, the Committee when it met the Chief Minister during its tour, was informed that these orders have not been implemented properly and that now these orders were being withdrawn in view of the Supreme Court judgement.

2.29. The other concessions given to the Scheduled Castes include:

(a) The maximum age-limits prescribed for appointment to Gazetted and non-Gazetted posts have been increased by five years. Thus, candidates of the Scheduled Castes are being considered for appointment to the posts till they reach the maximum age-limit of 30 years.

(b) *Fee Concession*: The fees payable by the Scheduled Castes candidates for admission to any examination or selection shall be one-fourth of the prescribed fee for the general candidates. Thus Scheduled Caste candidates are required to pay only a sum of Rs. 13/12/- as examination fee for Bihar Civil Service Competitive Examination, against a sum of Rs. 55.00 payable by the general candidates.

(c) 10 per cent relaxation in qualifying marks is given in various competitive examinations conducted by the State Public Service Commission.

(d) The dereservation of reserved vacancies is permissible but the appointing authorities are required to record detailed reasons for that. With a view to ensure strict enforcement of this order, it has been

15 Govt. of Bihar letter No. OM/M-1021/60-258, dated 6-9-60.

laid[16] down that "if a vacancy reserved for the Scheduled Castes or the Scheduled Tribes is filled by a person not belonging to those categories and good reasons for this are not recorded and communicated to Government, a censure should be recorded in the character roll of the officer who made the appointment. If the officer becomes liable a second time for a censure, then he will be put under proceedings with a view to stop his increment for one year". However, the State Government could not tell us as to in how many cases action was taken against the defaulters.

(e) Periodical returns have also been prescribed which are to be submitted by the appointing authorities to the Appointment Department with a copy to the Welfare Department.

2.30. *Actual Representation.*—We regret very much to say that it has not been possible for the State Government to furnish the year-wise figures relating to the actual representation of Scheduled Castes in services and posts for a period of 10 years. Revised Periodical returns[17] on the representation of Scheduled Castes were prescribed in 1953 and the fact that the State Government could not furnish the year-wise information called for indicates that the returns which are being received are neither being examined properly nor consolidated information is being maintained. We were informed during our discussion with the State Government officials that the appointing authorities either did not send the returns at all or furnished incomplete information with the result that yearwise statistics were not available. However, the following statistics for the years 1957 and 1964 were made available to the Committee during its tour :

TABLE No. 13

Table showing the actual representation of Scheduled Castes in Government Services during the years 1957 and 1964

Sl. No.	Class of service	Total strength		Number of Sch. Castes		Percentage	
		1957	1964	1957	1964	1957	1964
1	2	3	4	5	6	7	8
1.	Class I	476	688	2	4	0·4	0·6
2.	Class II	4,695	5,924	80	204	1·7	3·4
3.	Class III	64,905	1,12,830	1,781	4,962	2·7	4·4
4.	Class IV	24,424	40,150	3,325	7,075	13·6	17·6

It is really strange that while the State Governments could give us figures for the two years 1957 and 1964, it was not possible for them to supply figures for the intervening years. However, the above figures indicate an improvement in the percentage of posts held by members of Scheduled Castes in different classes of services in 1964 as compared to 1957, but the position is very unsatisfactory especially with regard to Class I, II and III Services. The state Government, however, felt that the position would improve further as the present incumbents retire and appointments against the resultant vacancies are made on the basis of prescribed reservation.

2.31. During the tour, the Committee also tried to collect as much information as possible from the District Officers with regard to actual representation of Scheduled Castes in their offices. We have been supplied

16 Appointment Deptt.'s letter No. 13428, dated the 11th November, 1958.

17 *Return regarding representation of Scheduled Castes was first prescribed vide* Appointment Department Circular Memo No. 4490-A, dated the 27th September, 1946.

information in respect of only Class III and IV posts in the various offices in the Districts of Muzaffarpur, Gaya and Champaran which is given below :

TABLE NO. 14

Table showing the representation of Scheduled Castes in various Departments in the Districts of Muzaffarpur, Gaya and Champaran as on 31-3-1966

Sl. No.	Name of the Deptt.	Total including Sch. Castes		Scheduled Castes		Percentage of Scheduled Castes	
		Class III	Class IV	Class III	Class IV	Class III	Class IV
1	2	3	4	5	6	7	8
	District Muzaffarpur[18]						
1.	Collectorate	3,435	505	241	59	7·0	11·7
2.	Superintending Engineer P.H.E.D.	20	9	Nil	Nil	Nil	Nil
3.	Education Deptt.	69	122	Nil	7	Nil	5·7
4.	Improvement Trust	Nil	42*	Nil	3*	Nil	7·1
5.	District Animal Husbandry	101	338	Nil	39	Nil	11·5
6.	Police Department (Constables)	Nil	25*	Nil	Nil	Nil	Nil
7.	Superintending Engineer, North Bihar Circle	17	11	Nil	1	Nil	9·1
8.	Superintending Engineer, Lateral Road Project	80	210	4	15	5·0	7·1
	District Gaya[18]						
1.	District and Session Judge	184	170	12	10	6·5	5·9
2.	Superintendent of Police	Nil	62	Nil	2	Nil	3·2
3.	Municipality of Gaya	491	182	29	18	5·9	9·9
4.	District Agricultural Office	Nil	12	Nil	Nil	Nil	Nil
5.	Panchayati Raj Office	894	Nil	76	Nil	8·5	Nil
6.	Animal Husbandry	Nil	165	Nil	34	Nil	20·6
7.	District Industries Office	10	26	1	Nil	10·0	Nil
8.	Education Office	505	133	2	15	0·4	11.3
9.	Collectorate	1,492	1,063	146	219	9·8	20·6
10.	Office of the Administrator, District Board	455	350	2	48	0·4	13·7
11.	Executive Engineer	100	65	7	26	7·0	40·0
	District Champaran[19]						
1.	Permanent	210	202	4	14	1·9	6·4
2.	Temporary	1,906	908	79	253	4·2	27·9

It is quite evident from above that the actual representation of Scheduled Castes in the various Districts offices of Muzaffarpur, Gaya and Champaran is not satisfactory even in case of posts where no technical qualifications are generally required. It is observed that in Purnea District out of 11 posts reserved for Scheduled Castes in the Collectorate during 1965 none could be filled in by the members belonging to these castes. All these 11 posts were either Class III or IV.

2.32. During the discussion held at the State Headquarters, the Inspector General of Police furnished the following year-wise information regarding recruitment of Scheduled Castes in the ranks of Constables :

1961 — 105
1962 — 290
1963 — 69
1964 — 96
1965 — 67

It was learnt that there had been decrease in overall percentage of actual representation of Scheduled Castes in the rank of constables.

*Combined for Class III & IV.

[18] Includes temporary and permanent.

[19] Breakup with reference to different offices in the District has not been given.

2.33. The Chief Secretary, during the same meeting, informed the Committee that out of 1658 Deputy and Sub-Deputy Collectors, 143 are Scheduled Castes.

2.34. *Local Bodies.*—The State Government intimated that the reservation orders in respect of Scheduled Castes apply to the vacancies that are filled in by the local bodies. We requested the local bodies to furnish the information relating to the actual representation of Scheduled Castes in local bodies but no information has been furnished either by the State Government or the local bodies. Information collected by the Deputy Commissioner for Scheduled Castes and Scheduled Tribes, Ranchi, in respect of temporary establishments of the District Boards of Singhbhum and Patna and Zila Parishad of Dhanbad during the year 1965-66 shows that there was not even a single Scheduled Caste temporary empolyee in the services and posts under them. Similar information in respect of permanent establishment is given below :

TABLE No. 15

Table showing the representation of Scheduled Castes in the permanent services and posts under the District Boards of Singhbhum and Patna and the Dhanbad Zila Parishad during the year 1965-66

Sl. No.	Name of the Board	Officials drawing Rs. 500 and above		Officials drawing Rs. 250 & more but less than Rs. 500		Officials drawing Rs. 249 & less but excluding Jamadars & Daftries		Jamadars, Daftries and peons	
		Total	Sch. Castes	Total	Sch. Castes	Total	S.C.	Total	Sch. Castes
1	2	3	4	5	6	7	8	9	10
1.	Singhbhum District Board	Nil	Nil	1	Nil	77	Nil	84	5 (6·0)
2.	Patna District Board	Nil	Nil	23	Nil	386	Nil	443	69 (15·6
3.	Dhanbad Zila Parishad	3	Nil	9	Nil	113	1 (0·9)	131	25 (19·1)

(Figures within brackets show the percentages)

The figures given in the above table show that there was no Scheduled Caste employee in two District Boards except those working as 'Jamadars, Daftries and Peons'.

2.35. *Panchayati Raj Institutions.*—Panchayati Raj has only been introduced in Ranchi, Bhagalpur and Dhanbad Districts. Information is, however, available only in respect of Dhanbad Zila Parishad which has been given in the table of the preceding para. The figures given in that table show that the representation is negligible in all types of posts and services except those of Daftries, Jamadars and Peons.

2.36. *High Court and Subordinate Courts.*—The Commitee requested the Registrar of Bihar High Court to supply information regarding representation of Scheduled Castes in the posts and services under the High Court, but the same has not been furnished. However, the State Government has informed that the same reservation orders which are in force for State services also apply to the posts under the control of High Court.

2.37. *Public Sector Undertakings under the State Government.*—Till early 1966, there was no reservation for Scheduled Castes in Public Sector Undertakings under the administrative control of the State Government. We are glad to note that at the instance of the Committee the Welfare Department asked on the 4th June, 1966, the various other Departments of the State Government to issue suitable instructions to undertakings under their control to make reservation on the lines of reservation in the State Government services subject to the availability of suitable candidates. Now that the reservation orders have been made applicable, their strict implementation should also be ensured.

2.38. *Public Service Commission.*—Out of five members of the State Public Service Commission one belongs to the Scheduled Caste community. The Committee discussed the question of intake of Scheduled Castes in services with the Commission. The Commission expressed the view that though some of the Scheduled Caste candidates are

better, sufficient number of candidates belonging to Scheduled Castes do not qualify for selection. A large number of them are not upto the mark and therefore do not qualify for selection. The Commission suggested that special coaching, during the Higher Secondary stage of education should be provided to the Scheduled Caste students.

2.39. *Role of Employment Exchanges.*—During Committee's tour in the various districts of the State the Committee met the District Employment Officers and discussed with them the position regarding the availability of Scheduled Caste candidates for filling in of the reserved vacancies. The information furnished by the District Employment Officer of Dumka and Purnea regarding registration of Scheduled Caste applicants, notification of reserved vacancies etc. is given below:

TABLE NO. 16

Table showing the number of general and Scheduled Caste candidates registered, number of vacancies notified and actually filled in by the District Employment Exchanges of Purnea and Dumka during the year 1965-66

Sl. No.	Name of the Distt. Employment Exchange	No. of candidates registered		No. of vacancies notified to the Exchange								No. of vacancies actually filled.							
				General				Sch. Castes				General				Scheduled Castes			
		General	Sch. Castes	Central Govt.	State Govt.	Semi-Govt. Local Bodies	Others	Central Govt.	State Govt.	Semi-Govt.& Local Bodies	Others	Central Govt.	State Govt.	Semi-Govt. & Local Bodies	Others	Central	State Govt.	Semi-Govt.& Local Bodies	Others
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
1.	Purnea (Katihar)	7,415	921	966	301	42	29	112	1	Nil	Nil	492	30	2	6	46	3	—	—
2.	Dumka	7,306	287	7,447	226	12	47	Nil	1	Nil	Nil	5,894	177	3	10	236	11	Nil	Nil

It is evident from above that the Central and State Governments and Local Body's employers do not reserve posts for Scheduled Castes according to the reservation orders. The State Government offices send only a copy of the notification issued for filling in of vacancies advertised in the newspapers. The Director of Labour & Employment during the discussion which took place at the State Headquarters, informed us that it has been decided that all vacancies should be filled in through Employment Exchanges only.

2.40. The Committee was surprised during its tour when it was informed at various places that because qualified Scheduled Caste persons are not available the reserved posts are filled in by recruiting general category candidates. We give below information regarding six Employment Exchanges which indicates the position regarding educational qualifications of Scheduled Castes on the live register of those exchanges. It will be seen that 10 post-graduates, 147 graduates 573 matrics and 2,819 non-matrics were available for employment:

TABLE NO. 17

Table showing the number of Scheduled Caste applicants according to educational qualifications on the live register of the six employment exchanges during the period ending 31-12-1965.

Sl. No.	Name of the Employment Exchange	Total	No. of Scheduled Castes on the live register			
			Masters Degree or above	Graduates	Matrics	Non-matrics
1	2	3	4	5	6	7
1.	Rnachi	522	2	16	64	440
2.	Patna	1,666	6	91	243	1,326
3.	Muzaffarpur	505	2	28	125	350
4.	Gaya	419	Nil	1	15	403
5.	Dumka	11	Nil	Nil	6	5
6.	Chapra	426	Nil	11	120	295
	TOTAL	3,549	10	147	573	2,819

2.41. *Committee to review the representation of Scheduled Castes and Scheduled Tribes in the State Services*: The State Government appointed a Committee in the year 1963 to review the representation of Scheduled Castes and Scheduled Tribes in State Services. During the year 1965-66[20] the Committee was reconstituted to review the representation of only Scheduled Castes in Class III and IV services. The Committee is headed by the Minister incharge of the 'Welfare Department' and include, besides others, Secretary Appointment Department, Secretary Labour Department and the Deputy Commissioner for Scheduled Castes and Scheduled Tribes. Secretary Welfare Department is the Member Secretary of the Committee.. During our tour we found that the Committee has not commenced its work.

2.42. *Observations and Recommendation*:

(I) *We are happy to note that the State Government issued orders in 1960 making it obligatory on all the Departments to reserve all the posts in Class IV services for the members of Scheduled Castes and Scheduled Tribes. But these orders were not implemented properly as is evident from Table No. 13 which shows that the representation of Scheduled Castes in Class IV posts in the year 1964 was 17.6 per cent, even after 4 years of the existence of these orders. It is also observed that there has been an increase of 112.8 per cent in the representation of Scheduled Castes as against an increase of 64.4 per cent in this class of service during the period 1957 to 1964. Considering the fact that the representation of Scheduled Castes was only 17.6 per cent in 1964, it will not be possible fo rthem to attain a reservation of 25 per cent in Class IV services until and unless the State Government takes special measures to increase their intake in Class IV posts.*

(II) *Percentage of reservation for Scheduled Castes in Class I, II and III posts is 12.5 per cent which should be raised to 14 per cent in accordance with the percentage of population of Scheduled Castes to the total population of the State.*

(III) *The Appointment and Welfare Departments of the State Government should scrutinise the observance of reservation orders by the various Departments and bring to the notice of the Government the lapses. An Employment Cell[21] should also be established.*

(IV) *During the discussions with various Heads of Offices and Departments, the Committee gathered an impression that in spite of clear instructions of the State Government for reserving posts for Scheduled Castes by maintaining a communal roster, these instructions were not being followed. It is recommended that a strict compliance of communal roster should be ensured on the lines of the Central Government.*

(V) *Special efforts should be made by the local bodies to ensure that representation of Scheduled Castes increases in the various services and posts under them as early as possible.*

(VI) *It is also recommended that the State Government should ensure that all the Panchayati Raj Institutions follow scrupulously the orders regarding the reservation of posts for Scheduled Castes.*

(VII) *There is no scheme for importing training to Scheduled Caste persons to enable them to qualify in the competitive examinations which are held for entry into the various State services. It is therefore, recommended that a pre-examination[22] coaching centre for Scheduled Castes students to appear in the various competitive examinations should be started.*

(VIII) *The State Director of Employment and Training should start centres[23] at suitable places in the State for Scheduled Caste applicants on the live registers of the various Employment Exchanges for training in trades like typing, stenography, accountancy, motor-driving, etc., etc., to make the candidates acceptable to the various private and public employers.*

(IX) *All Government, local and statutory bodies and public undertakings should be asked to indicate clearly the number of posts reserved for Scheduled Castes in the requisition forms sent by them to the Employment Exchanges.* [24]

(X) *We were glad to note that the State Government have issued a booklet containing detailed instructions relating to reservation of posts for Scheduled Castes and Scheduled Tribes. This booklet can be of immense utility to the appointing authorities.*

[20] Government of Bihar Resolution No. C/RI-9018/65W-308 dated 10-1-1966.

[21] Please see paras 2·158 to 2·160.

[22] Please see para 2.156.

[23] Please see para 2.155.

[24] Please see paras 2.162 to 2.164.

(XI) *The scope of the Committee set up by the State Government to review the representation of Scheduled Castes in the State services has been limited to Class III and IV services. The actual representation of Scheduled Castes being very poor in Class I and II posts, it is recommended that it should be asked to review the representation of Scheduled Castes in all the State services. Besides, the Committee may be asked to expedite its report and suitable action should be taken on its recommendations so that the representation of Scheduled Castes in the services can be increased.*

JAMMU AND KASHMIR

2.43. 7.9 per cent of the population in Jammu & Kashmir comprises of Scheduled Castes.

2.44. Article 16(4) of the Constitution of Indian which permits the States in making any provision for reservation of appointments or posts in favour of any Backward Class citizen which in the opinion of the State is not adequately represented in services under the State is applicable[25] to the State of Jammu & Kashmir. Article 335 of the Constitution which is a directive for the State to take the claims of the members of the Scheduled Castes into consideration, consistently with the maintenance of efficiency of administration, in the making of appointments to services and posts in connection with the affairs of the State, has not been extended to Jammu & Kashmir. Obviously the limitations of Article 335 are not applicable to the State of Jammu and Kashmir and the State Government has wide powers to reserve posts for Scheduled Castes in State services. It is observed that although Article 16(4) was extended to the State of Jammu & Kashmir with effect from 14th May, 1954, no provision in reserving posts for Scheduled Castes in State services was made by the State Government till 14th July, 1966. The order[26] that has now been issued by the State Government regarding reservation of posts for Scheduled Castes reads as under :

> "All appointing authorities should know the district-wise population of Harijans in the State and while making appointments keep this in mind. If the post relates to a district or Region the percentage of population in the district or Region may be considered for fixing number of appointments to be reserved for Harijans. If it relates to the State as a whole the percentage of population in the whole State may be considered. For this purpose the population figures as given in the Census Report 1961 are brought to the notice of appointing authorities."

State/Division/District	Total population (in lakhs)	Scheduled Castes) (in lakhs
Jammu & Kashmir . . .	35·67	2·84
Jammu Division . . .	15·72	2·84
Udhampur District	2·54	0·51
Doda District	2·68	0·25
Jammu District . . .	5·17	1·52
Kathua District . . .	2·07	0·47
Poonch Rajpuri District . .	3·26	0·09

2.45. *Actual Representation.*—The State Government have furnished information regarding representation of Scheduled Castes in 46 Departments. A scrutiny of the information supplied reveals that combined figures for Scheduled Castes and other Backward Classes have been given in respect of many departments. We, therefore, requested the State Government that information in respect of those departments, for which separate figures of Scheduled Castes are available may be supplied to us, but we regret to say that the same has not been received. The Departments which have furnished information in respect of Scheduled Castes separately have not given complete and correct information about the total strength and the representation of Scheduled Castes in their offices. An analysis of this information shows that there are some offices which have only Class III and IV employees, while there are others which have only Class I and II and no Class III or IV employees. According to the information furnished by the Director of Local Bodies, Srinagar, there is no other employee in whole of the Directorate except a single Class IV Scheduled Caste employee.

25 w.e.f. 14th May, 1954.

26 General Deptts. Circular No. GD(ADM)/4/65-SW(i) dated 14th July, 1965.

Obviously, the information sent to us by the State Government is not correct. Information in respect of 6 other Departments, who have supplied separate figures of Scheduled Castes representation, is reproduced below :

TABLE NO. 18

Table showing the actual representation of Scheduled Castes in Class I, II, III and IV posts in six Departments during the year 1964

Sl. No.	Department	Total				Scheduled Castes				Percentage of Scheduled Castes to the total			
		I	II	III	IV	I	II	III	IV	I	II	III	IV
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Office of the Labour Commissioner	1	10	66	34	Nil	Nil	Nil	2	Nil	Nil	Nil	5·9
2.	Directorate of Employment Exchanges	Nil	3	13	4	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
3.	Office of the Custodian, Evacuee Property, Jammu	..	..	37	14	..	..	1	2	..	..	2·7	14·3
4.	Office of the Deputy Director, Health Services (c)	*158*	*41*	*55*	*601*	*8*	4	*45*	*155*	*5·1*	*9·7*	*81·8*	*25·8*
5.	Office of the Registrar, Cooperative Societies	5	9	Nil	614	Nil	Nil	Nil	5	Nil	Nil	Nil	0·8
6.	District Medical Office, Udhampur	58	35	Nil	Nil	2	4	Nil	Nil	3·4	11·4	Nil	Nil

From the above table it is clear that the representation of Scheduled Castes in the various Departments mentioned above is very unsatisfactory. Now that the reservation orders have been issued, it is hoped, that the position may improve.

2.46. *Role of Employment Exchanges.*—During the tour, it was learnt from the State Director of Labour and Employment that at the end of June, 1966, there were 703 persons belonging to Scheduled Castes on the live registers of the Employment Exchanges. However, from the information furnished to the Committee during its tour by responsible non-officials it is observed that out of 263 unemployed persons in Jammu Province belonging to Scheduled Castes in the beginning of the year 1966, 1 M.A., 10 B.A./B.Sc., 3 F.A.s, 1 T.D.C., 21 Higher Secondary, 122 Matrics, 19 under-Matrics and 86 Middle pass were available for employment.

2.47. *Observations and recommendations*.

(I) *No reservation was made for the members of the Scheduled Castes in the State services before July, 1966. The delay in extending the reservation orders should be compensated by making special efforts to ensure that whatever reservation has been made for the Scheduled Castes is strictly adhered to. Special direct recruitment of Scheduled Castes should be made to fill in the gazetted posts in all Departments.*

(II) *The reservation orders in posts and services for Scheduled Castes should be extended to local bodies, statutory bodies, public undertakings, etc., etc.*

(III) *The Social Welfare Department should indicate clearly to all the appointing authorities the actual percentage of reservation fixed for Scheduled Castes for the posts which relate to a district, region or State. A proforma should also be prescribed to collect the necessary information regarding the manner in which reservation orders are being given effect to. An employment*[27] *cell will be useful in giving guide lines to various Departments.*

(IV) *Other concessions like relaxation in age, exemption from payment of application fee, etc., etc., on the lines of the Central Government and other States should also be given to the Scheduled Castes in the State.*

(V) *Scheduled Caste applicants on the live register of the various Employment Exchanges should be given training*[28] *in various trades by the Directorate of Training and Emloyment for acceptance by the various private and public employers.*

[27] Please see paras 2.158 to 2.166.

[28] Please see para 2.155.

(VI) *The State Government should direct the public employers to indicate clearly the posts reserved for Scheduled Castes when notifying vacancies to the Employment Exchanges.*

KERALA

2.48. The percentage of Scheduled Castes population in the State is 8.5 according to the 1961 Census. 10 per cent[29] of posts in all services are reserved for Scheduled Castes and Scheduled Tribes, but there is no reservation in posts filled by promotion. Before the State Reorganisation it is reported that reservation for Scheduled Castes was not made in gazetted posts in the former State of Travancore and Cochin.

2.49. Besides reservation, other concessions given to the Scheduled Castes include relaxation in the upper age limit by five years, 3/4th of concession in application fees prescribed by the Public Service Commission for applying for recruitment to any service, travelling allowance for attending interviews and carry forward of unfilled reserved vacancies for a period of 3 years, etc., etc.

2.50. *Actual Representation.*—The State Government have furnished figures of actual representation of Scheduled Castes in the State services for two years only as given below :

TABLE NO. 19

Table showing the actual representation of Scheduled Castes in State services during the period ending as on 31-3-1964 *and* 1-1-1965

Year	Class I		Class II		Class III		Class IV (other than sweepers & scavengers).	
	Total	Sch. Castes	Total	Sch. Castes	Total	Sch. Castes	Total	Sch. Castes
1	2	3	4	5	6	7	8	9
Permanent								
31-3-64	207	Nil	2,543	39 (1·5)	46,730	1,778 (3·8)	9,735	811 (8·3)
1-1-65	306	1 (0·3)	5,001	84 (1·6)	1,02,635	4,426 (4·3)	16,198	1,579 (9·7)
Temporary								
31-3-64	115	1 (0·9)	3,276	339 (10·4)	44,899	2,367 (5·3)	9,666	813 (8·4)
1-1-65	164	4 (2·4)	4,589	163 (3·5)	1,00,709	5,171 (5·1)	12,188	1,136 (9·3)

NOTE.—The figures within the brackets indicate the percentage of Scheduled Castes.

The above figures indicate that during the period of nine months whereas the total number of temporary and permanent Classes I, III and IV employees increased by 148, 1,11,715 and 8,985 the number of Scheduled Caste employees increased only by 41, 5,452 and 1,091 respectively. In case of Class II employees the number of Scheduled Caste persons decreased by 131 as compared to the total increase of 2,771 employees during the same nine months period. It is, therefore, quite evident that the interests of Scheduled Castes were not safeguarded and prescribed reservation was not accorded to them except in Class IV services.

2.51. We had requested the State Government to furnish us information regarding the recruitment of Scheduled Castes yearwise to enable us to find out if reserved posts are filled in by Scheduled Caste candidates. This information was not furnished by the State Government authorities. However, during tour, we also tried to

29 The percentage of Scheduled Tribes population to the total population of the State is 1.2.

collect as much information as possible from the District Officers with regard to actual representation of Scheduled Castes in their offices. Information thus collected is given below:

TABLE NO. 20

Table showing the representation of Scheduled Castes in the various offices during the year 1965

Sl. No.	Name of the Office	Gazetted Total	Gazetted Sch. Castes	Gazetted Percentage	Non-Gazetted Total	Non-Gazetted Sch. Castes	Non-Gazetted Percentage
1	2	3	4	5	6	7	8
1.	Alleppy Collectorate	57	5	8·8	1,629	65	4·0
2.	Kottayam	58	2	3·4	1,395	75	5·4
3.	Kozhikode*	24	1	4·2	404	14	3·5
4.	Distt. Treasury* Office, Kozhikode	2	Nil	Nil	52	2	3·8

*'Non-gazetted' include 'Last Grade Services' also.

Besides, the following information was also furnished showing the total number of incumbents and the number of Scheduled Castes in the various categories of posts in some Districts:

TABLE NO. 21

Table showing the total strength and the actual number of Scheduled Castes in different categories of posts in some Districts during the year 1965

Sl. No.	Name of the post	Total	Sch. Castes	Designation of the officer who furnished the information
1	2	3	4	5
1.	Teacher	8,211	101	District Education Officer, Tellicherry.
2.	Sub-Inspector of Police	32	3	Superintendent of Police, Palghat
3.	Inspector of Police	6	Nil	Superintendent of Police, Palghat
4.	L.D.C.	6	5	Harijan Welfare Department, Kottayam.
5.	U.D.C.	2	1	Harijan Welfare Department, Kottayam.
6.	Taluk Inspector	8	4	Harijan Welfare Department, Kottayam.

2.52. At Quilon the Committee learnt that the District Employment Officer conducted a survey to ascertain the representation of Scheduled Castes and Scheduled Tribes in the various District Offices. The figures thus collected and furnished by the District Welfare Officer, Quilon are reproduced below:

TABLE NO. 22

Table showing the representation of Scheduled Castes in various categories of posts in the offices in Quilon District

Sl. No.	Item	Total	Scheduled Castes	Percentage of Scheduled Castes to total
1	2	3	4	5
1.	All Gazetted	265	9	3·4
2.	Non-Gazetted drawing total emoluments Rs. 180 per mensem or more	874	35	4·0

TABLE No. 22—*contd.*

1	2	3	4	5
3.	Non-Gazetted drawing less than Rs. 180/-per mensem holding Class III appointments	9,255	423	4·6
4.	All Class IV employees	1,422	149	10·5
5.	All other regular appointments not included above	77	7	9·1
6.	Total of items 1 to 5	11,893	623	5·2

The above figures reveal that in the various offices in the Quilon District, the percentage of representation of Scheduled Castes in all the categories of posts except in Class IV was less than the prescribed percentage. The percentage of representation of Scheduled Castes in Gazetted posts was very poor.

2.53. During our tour it was repeatedly brought to our notice that qualified Scheduled Caste candidates are available for filling in gazetted posts. From the information furnished to us by the four District Employment Exchanges of Cannanore, Kottayam, Ernakulam and Trivandrum it is evident that one post-graduate and 156 graduates were available for employment at the end of the year 1965. It is however, understood that in the State Government services, there is no one belonging to Scheduled Castes working as Secretary to the Government, or District Collector or head of a department. In the State Secretariat, there is no Scheduled Caste in the cadre of Assistant Secretary (Rs. 475 to 700). In the Police Department, there is no one belonging to Scheduled Caste above the cadre of Sub-Inspector except one Deputy Superintendent of Police. In the Revenue Department, there is no Scheduled Caste above the post of Deputy Tehsildar (Rs. 125 to 220) except one Tehsildar and two Deputy Collectors. In the Harijan Welfare Department, there are no Scheduled Caste/Tribe persons drawing more than the scale of Rs. 30 to Rs. 150 excepting one Junior Superintendent in the scale of Rs. 125 to 220 and five gazetted officers in the scale of Rs. 200 to 400.

2.54. *Public Service Commission.*—Unlike other States, the recruitment almost at all levels is done by the Public Service Commission. One of the five members of the Commission is a Scheduled Caste. The Commission has District Recruitment Boards to fill in the Class IV posts. One of the members of Public Service Commission visits each district to preside over the meetings of these Boards at the time of selection. The following table gives the year-wise details of recruitment made through the Service Commission and the number of Scheduled Caste and Scheduled Tribe candidates recommended by the Commission for the years 1962-63, 1963-64 and 1964-65 :

TABLE No. 23

Table showing total recruitment position vis-a-vis recruitment of Scheduled Castes/Scheduled Tribes to the State Services through the State Public Service Commission during the years
1962-63, 1963-64 & 1964-65

Year /Service	Total No. of candidates advised by the Commission	Details regarding Scheduled Castes and Tribes advised: No. of turns reserved	No. of candidates against reserved turns	No. of candidates against open competition turns	Total No. of Sch. Castes and Tribes advised
1	2	3	4	5	6
1962-63					
State Service	371	41	12	Nil	12
Subordinate Service	16,608	1,764	1,385	33	1,418
Last Grade Service	1,000	78	82	29	111
1963-64					
State Service	336	31	16	1	17
Subordinate Service	12,529	1,181	706	16	722
Last Grade Service	790	50	50	26	76

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TABLE NO. 23—*contd.*

1	2	3	4	5	6
1964-65					
State Service	499	51	11	Nil	11
Subordinate Service	7,892	670	525	16	541
Last Grade Service	859	65	65	13	78

The above figures are combined for Scheduled Castes and Scheduled Tribes and thus it is not possible to know the exact position in regard to the recruitment of Scheduled Castes against reserved posts. However, it is observed that a large number of reserved posts for Scheduled Castes and Scheduled Tribes in State Services and Subordinate Services are not filled in by candidates belonging to these communities.

2.55. Table No. 19 indicates that the actual representation of Scheduled Castes is far below 10 percent in all categories of services/posts. One of the reasons[30] for inadequate representation of Scheduled Castes in services, according to the Public Service Commission is that:

"Separate rotation is being followed by the Commission in respect of each post and when isolated post or posts in respect of which only very limited number of vacancies are available are filled up, the full reservation turns of all communities cannot obviously be satisfied. It is only when a large number of vacancies are available in a particular post, the reservation turns of all communities can be satisfied in full. If, for example 10 different categories of posts with 3 vacancies each are to be filled up afresh, the first vacancy of each of these will go to open competition candidates. The next vacancy in each category will go to Ezhava candidates and the third vacancy in each case will again go to open competition candidates. Thus out of 30 candidates advised for these ten different categories of posts 20 candidates go in for open competition and 10 to Ezhavas. No turn arises in respect of any of the other reserved candidates including Scheduled Castes/Tribes. Such cases where the number of vacancies in any particular post for a period of three years is very small, will obviously go to upset the percentage of the total number of Scheduled Caste/Scheduled Tribe candidates advised with reference to the total number of candidates recruited."

For this admission of State Public Service Commission it is seen clearly that in the matter of reservation by rotation, Ezhavas who are listed as a Backward Class, get preference over Scheduled Castes and Scheduled Tribes. Only the fourth vacancy is reserved for Scheduled Castes and Tribes. The Committee learnt that this was one reason for the very poor representation of Scheduled Castes in Government services and posts.

2.56. *Public Sector Undertakings.*—10 per cent of the posts in the Public Sector Undertakings are reserved for Scheduled Castes.[31] It is, however, reported that the Public Sector Undertakings are not giving Scheduled Castes their due share in the matter of appointments. The Committee did not discuss this matter with any Public Sector Undertaking in the State. However, the figures that have been furnished[32] to us are revealing. In the Fertilizers and Chemicals Travancore Ltd., Alwaye, out of 2,930 employees only 96 are Scheduled Castes and Scheduled Tribes. In this Undertaking, no reservation is made in Class I and II posts for the Scheduled Castes. The following table gives year-wise information regarding recruitment position of Scheduled Castes

[30] Note given by Deputy Commissioner for Scheduled Castes and Scheduled Tribes, Trivandrum.
[31] As given by State Government in reply to questionnaire.
[32] Figures supplied by the Deputy Commissioner for Scheduled Castes & Scheduled Tribes, Trivandrum and the F.C.T. Ltd., Alwaye.

against the posts filled by direct recruitment in Class III and IV services during the years 1961 to 1965 in Fertilizers and Chemicals Ltd..

TABLE No. 24

Table showing the recruitment position of the Scheduled Castes against the posts filled by direct recruitment during the years 1961 to 1965

S. No.	Year	Total No. of vacancies filled by direct recruitment		No. of vacancies reserved for S. Castes		No. of qualified candidates who applied for the posts		No. of reserved posts actually filled by Scheduled Castes	
		Class III	Class IV	Class III	Class IV	Class III	Class IV	Class III	Class IV
1	2	3	4	5	6	7	8	9	10
1.	1961	104	71	4	2	2	2	2	2
2.	1962	96	104	5	6	3	9	2	8
3.	1963	139	119	4	12	3	10	3	10
4.	1964	124	53	13	5	Nil	13	Nil	11
5.	1965	336	12	26	Nil	Nil	Nil	Nil	Nil
	TOTAL	799	359	52	25	8	34	7	31

It is observed that the reservation orders are not applied properly in reserving posts in Class III and IV services. Out of 52 posts reserved for Scheduled Castes in Class III during the period 1961 to 1965, only 7 of these could be filled in by the Scheduled Caste candidates because only 8 qualified candidates applied for these posts. The reason why a small number of Scheduled Caste persons applied for these posts appear to be high educational qualifications perscribed for the posts of clerks carrying a scale of Rs. 80 to Rs. 130 for which the minimum educational qualification prescribed is graduate. Out of 205 employees working in 15 State owned Industries, the number of Scheduled Caste/Tribe employees is only 33. In the Kerala Khadi and Village Industries Board out of 383 employees there are only 3 Scheduled Caste/Tribe employees.

2.57. *High Court and other Subordinate Courts.*—No percentage has been fixed for Scheduled Castes in the matter of appointments in the High Court. Upper age limit has been raised by 5 years in the case of Scheduled Castes. The High Court has since agreed[33] to follow the reservation orders subject to availability of suitable candidates for the reserved vacancies and subject also to their being no carry forward of reserved vacancies. The information regrading actual representation of Scheduled Castes which is very disappointing is given below:

TABLE No. 25

Table showing the representation of Scheduled Castes in the High Court services

Year	Class I		Class II		Class III		Class IV		Sweepers	
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9	10	11
1963-64	2	Nil	17	Nil	212	4	115	10	8	Nil
1964-65	2	Nil	17	Nil	212	4	115	10	12	1
1965-66	2	Nil	17	Nil	214	4	119	10	16	1

In so far as subordinate courts are concerned, the principle of reservation[34] of appointments for Scheduled Castes issued by the State Government is followed. Information regarding actual representation of Scheduled Castes in subordinate courts has not been furnished.

33 The High Court of Kerala letter No. L. DIS C6-28346/66 dated the 29th October, 1966.

34 *Ibid.*

2.58. *Local Bodies.*—The State Government have informed that no uniform rules have been issued so far for reservation of posts for Scheduled Castes. We had also requested the Local Bodies to furnish the information relating to actual representation of Scheduled Castes in posts and services under them. The requisite information, however, has not been furnished. The Committee also regrets to say that nothing has been furnished by the Liaison Officer who promised to send the same.

2.59. *Panchayati Raj.*—The lowest tier *viz.*. the Panchayats alone exist in the State and reservation orders apply in the recruitment of executive officers of the Panchayat. In case of other employees of the Panchayat we are informed that, due consideration is being given to the claims of the Scheduled Caste candidates, when appointments are made. During the tour the Committee learnt that reservation orders are generally applied in the appointments made to the Panchayats.

2.60. *Private Undertakings.*—The Committee was informed that the State Government had issued a circular to private undertakings requesting them to take Scheduled Castes in their services. However, the response is reported to be very disappointing. The Employment Cell that we are suggesting should keep liaison with the private employers and try to get as large a number of Scheduled Caste persons employed in private undertakings as possible.

2.61. *Role of Employment Exchanges.*—With a view to know the extent of availability of Scheduled Caste candidates for employment in the various posts and services under the State Government as well as under the local bodies, the District Employment Officers were requested to furnish the information relating to registration and placement of Scheduled Caste candidates. The requisite information has, however, been furnished by four District Employment Exchanges only and is given in the table below :

TABLE No. 26

Table showing the registration and placement of Scheduled Castes in four Employment Exchanges during the year 1965-66.

Sl. No.	District	No. of candidates registered		No. of vacancies notified to the Exchange								No. of vancancies filled							
				General				S. Castes				General				S. Castes			
		General	S.C.	Central Govt.	State Govt.	Semi-Govt. and Local Bodies	Others	Central Govt.	State Govt.	Semi-Govt. and Local Bodies	Others	Central Govt.	State Govt.	Semi-Govt. and Local Bodies	Others	Central Govt.	State Govt.	Semi-Govt. and Local Bodies	Others
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
1.	Ernakulam*	12,998	413	953	710	591	636	53	2	1	Nil	449	400	338	53	38	20	11	Nil
2.	Palghat	9,274	597	106	1,618	286	226	2	6	Nil	Nil	17	1,277	59	64	Nil	7	Nil	Nil
3.	Quilon	15,171	1,377	23	944	487	488	1	6	1	Nil	21	599	308	41	Nil	1	1	Nil
4.	Trivandrum	26,151	Nil	394	3,055	843	311	Nil	Nil	Nil	Nil	304	2,588	734	30	Nil	Nil	Nil	Nil

*Figures relate upto June, 1966.

The above information indicates that the Government and local body employers do not indicate clearly the posts reserved for Scheduled Castes.

2.62. The Committee has also collected information regarding the educational qualifications of Scheduled Caste applicants on the live register of the Employment Exchanges. Available information in respect of four Employment Exchanges is given below :

TABLE No. 27

Table showing number of Scheduled Caste applicants according to educational qualifications on the live register of four Employment Exchanges as on 31-12-1965

Sl. No.	Name of the Employment Exchange	Number of Scheduled Castes on the live register				
		Total	Masters' Degree or above	Graduates	Matrics	Non-Matrics
1	2	3	4	5	6	7
1.	Cannanore	235	Nil	Nil	44	191
2.	Kottayam*	502	Nil	10	492	Not available
3.	Ernakulam	1,462	Nil	138	217	1,107
4.	Trivandrum	3,504	1	8	583	2,912
	TOTAL	5,703	1	156	1,336	4,210

*Figures relate to 30th June, 1965.

It will be seen from the above table that one post-graduate, 156 graduates, 1,336 matriculates and 4,210 non-matrics were available for employment with the four Employment Exchanges.

2.63. *Observations and Recommendations*:

(i) *Periodical returns regarding representation of Scheduled Castes should be furnised by all the offices which should be checked and consolidated at the State Headquarters.*

(ii) *If the minimum educational qualification required for any post is Degree or diploma of any class higher than the lowest class, then the said minimum qualification in case of Scheduled Caste candidate should be the lowest class of such degree or diploma.*

(iii) *The rules now in force reserving the 4th and the 12th vacancies in a cyclic rotation of 20 vacancies filled in through State Public Service Commission may be suitably amended, reserving the 1st and the 6th or at least the 2nd and the 7th vacancies for Scheduled Castes/Tribes.*

(iv) *In the case of posts filled in through Public Service Commission, if previous administrative and or executive experience is prescribed as essential qualification, it may be relaxed in the case of Scheduled Castes and training subsequent to recruitment may be arranged for them.*

(v) *Relaxation in age may be allowed to Scheduled Castes in recruitment to Class IV posts also.*

(vi) *Special direct recruitment of Scheduled Castes may be resorted to fill in the gazetted posts in all the Departments.*

(vii) *The State Government should review the reservation orders issued by the Public Sector Undertakings with a view to ensure that reservation is made for Scheduled Castes in all posts and high educational qualifications prescribed in case of general category candidates are relaxed in favour of Scheduled Castes.*

(viii) *Strenuous efforts should be made to increase the intake of Scheduled Castes in posts under the control of the High Court.*

(ix) *The State Government should request the local bodies to follow the reservation orders issued by the State Government on the subject. The rules relating to the reservation of vacancies for Scheduled*

Castes should apply to all categories of posts under the Panchayats.

(x) *The Directorate of Training and Employment should start special training classes*[35] *for Scheduled Caste applicants on the live register of various Employment Exchanges for their absorption in public and private jobs.*

(xi) *The Government of Kerala sanctioned a scheme of imparting pre-examination training to all categories of persons for enabling them to sit in the various All-India competitive examinations. The Scheduled Caste and Scheduled Tribe candidates who attend coaching classes are granted a stipend of Rs. 60 p.m. Since February, 1961 it is learnt that 95 Scheduled Caste candidates received training out of which only 3 succeeded in passing the examinations. This centre deserves to be expanded to give coaching to the Scheduled Caste persons to sit in various competitive examinations for entry into State services as well.*

(xii) *An employment Cell*[36] *should be established to verify adherence to instructions and orders regarding reservation of vacancies for Scheduled Castes.*

(xiii) *The Government of Kerala have published a hand-book of the Department of Harijan Welfare in which,* inter alia, *orders regarding reservation for appointments to public services for Scheduled Castes have been mentioned. This book no doubt is very useful but contains so much information regarding the Scheme of Scheduled Castes and Scheduled Tribes with which the appointing authorities in the various Government officers are not concerned. It is, therefore, recommended that a suitable handbook dealing only with the orders regarding reservation for appointments to public services in respect of Scheduled Castes should be published.*

(xiv) *Unfilled reserved vacancies of Scheduled Castes should be carried forward for two years on the anology of the Central Government. The accommodation for the carry forward vacancies may be provided out of the general vacancies subject to the condition that at no time the quota of vacancies to be filled in through general category candidates falls below 50 per cent.*

(xv) *The State Government should direct all Government and semi-Government employers to indicate clearly the posts reserved for Scheduled Castes when notifying vacancies to the Employment Exchanges.*

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2.64. 13.1 per cent of the population of the State belong to the Scheduled Castes. The Government of Madhya Pradesh have fixed the following percentage of reservation for members of the Scheduled Castes for recruitment in the services to be filled in by direct recruitment:

Class I and II posts	15%
Class III and IV posts	16%

The other concessions which are allowed to Scheduled Caste candidates to increase their intake in State services include the following:

(i) The maximum age limit for entry into service of these candidates is five years higher than that fixed for other candidates in general;

(ii) These candidates are exempted from payment of:

(a) Application fee;

(b) Registration fee; and

(c) Examination fee for recruitment.

(iii) Travelling allowance for attending interviews.

(iv) Whenever a test or an interview is held the marks required to qualify for selection at such interviews or tests are fixed at a lower level for the Scheduled Caste candidates than for the general candidates. The lower level for the Scheduled Caste candidates can be 10 per cent less than the minimum decided upon for others to qualify for selection.

(v) Carrying forward of unfilled reserved vacancies for two years.

[35] Please see para 2.155.

[36] Plese see paras 2.158 to 2.160.

There is, however, no reservation at the time of promotion.

2.65. *Actual Representation.*—The State Government have not furnished information regarding the actual representation of Scheduled Castes in the State services and posts, in spite of several reminders spread over a period of one and a half years. However, the representation[37] of Scheduled Castes in various services as on 31-12-1959 was as follows :

TABLE No. 28

Table showing class-wise representation of Scheduled Castes in various services as on 31-12-1959

Sl. No.	Category	Class I			Class II			Class III			Class IV		
		Total	S.C.	%age of Col. 4 to 3	Total	S.C.	%age of Col. 7 to 6	Total	S.C.	%age of Col.10 to 9	Total	S.C.	%age of Col.12 to 13
1	2	3	4	5	6	7	8	9	10	12	12	13	14
1.	Permanent	397	Nil	Nil	1,639	11	0·7	43,943	1,120	2·5	34,978	3,060	8·7
2.	Temporary	191	1	0·5	1,303	8	0·6	31,910	1,140	3·6	18,835	2,741	14·5

It is clear from the above table that the representation of the Scheduled Caste employees in the State services is not at all satisfactory. Nil representation of Scheduled Castes in Class I permanent posts indicates that no efforts were made by the State Government during the last so many years for increasing the intake of Scheduled Castes in higher services. Even in Class II posts their representation is very much negligible.

2.66. During the tour, the Committee, however, tried to collect information with regard to actual representation of Scheduled Castes in various departments from the District level officials. The information so collected is given below :

TABLE No. 29

Table showing the representation of Scheduled Castes in the various Departments in the districts of Dewas, Indore, Jabalpur, Raipur, Rajgarh and Ratlam during the year 1965-66.

Sl. No.	Name of the Department	Total number including S.C.				No. of Scheduled Castes				Percentage of Scheduled Castes			
		I	II	III	IV	I	II	III	IV	I	II	III	IV
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	District Dewas												
1.	Office of the Dy. Director of Agriculture, Indore-Dewas	1	4	133	35	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
	District Indore												
2.	Office of the Civil Surgeon Indore . . .	2	16	212	203	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil

[37] *Information furnished by the Deputy Commissioner for Scheduled Castes and Scheduled Tribes, Bhopal.*

TABLE NO 29—*contd.*

1	2	3	4	5	6	7	8	9	10	11	12	13	14
District Jabalpur													
3.	Office of the Division Supdt. of Education, Jabalpur . . .	Nil	21	8,140	187	Nil	1	487	5	Nil	4·76	6·0	2·7
4.	Office of the Dy. State Employment Officer, State Employment Exchange, Jabalpur . . .	Nil	3	24	8	Nil	Nil	2	2	Nil	Nil	8·3	25·0
District Raipur													
5.	Supdt. of Police, Raipur . . .	Nil	Nil	1,144	Nil	Nil	Nil	29	Nil	Nil	Nil	2·5	Nil
6.	Forest Dept. South Raipur . . .	1	4	206	211	Nil	Nil	16	18	Nil	Nil	7·8	8·5
District Rajgarh													
7.	Office of the Distt. Panchayat & Welfare Officer, District Rajgarh . .	Nil	1	9	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
8.	Executive Engineer, P.W.D. (B & R) Div., Rajgarh (Biaora) . .	1	3	50	Nil	Nil	Nil	1	Nil	Nil	Nil	2·0	Nil
9.	Tehsil Officer, Rajgarh	Nil	Nil	11	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
10.	Office of the Collector, (Treasury Section), Rajgarh	Nil	1	23	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
11.	Asstt. Registrar, Cooperative, Societies, Rajgarh .	Nil	1	34	Nil	Nil	Nil	1	Nil	Nil	Nil	12·9	Nil
12.	Office of the Asstt. Engineer, Public Health Construction Sub-Division, Rajgarh (Biaora) . .	Nil	2	15	Nil	Nil	Nil	2	Nil	Nil	Nil	13·3	Nil
13.	Office of the Asstt. Soil Conservation Officer, Distt Rajgarh (Biaora) . .	Nil	1	29	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
14.	Medical and Public Health Deptt., Rajgarh (Biaora)	1	13	289	Nil	Nil	Nil	10	Nil	Nil	Nil	76.9	Nil
15.	N.M.E.P. Unit Distt. Shahjapur .	Nil	Nil	11	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
16.	N.M.E.P. Unit Distt. Rajgarh .	Nil	1	1,437	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
17.	Office of the Distt. Educational Officer, Rajgarh (Biaora)	Nil	1	1,460	Nil	Nil	Nil	65	Nil	Nil	Nil	4·4	Nil
District Ratlam													
18.	Deptt. of Public Health, Ratlam	1	24	282	255	Nil	Nil	1	46	Nil	Nil	0·4	18·0
19.	Office of the Supdt. of Police, Ratlam . .	1	2	712	14	Nil	Nil	22	4	Nil	Nil	3·1	28·6
20.	Ratlam Collectorate .	1	10	304	147	Nil	Nil	14	12	Nil	Nil	4·6	8·2
	TOTAL	8	96	12,849	1,349	Nil	1	649	87	Nil	1·04	5·05	6·4

It will be seen from the above that out of 8 class I officers, there was not even a single Scheduled Caste in any of the nine offices mentioned in the table, while out of 96 class II officers only one was Scheduled Caste. Out of 12,849 Class III and 1,349 Class IV employees, there were 649 and 87 Scheduled Castes employees respectively. An analysis of the information given in the fore-going table shows that there are some offices which have only Class III employees on their entire establishment, while there are others which have only Class II and III employees but not Class I and Class IV employees. On the whole, the representation of Scheduled Castes in the various services is very much unsatisfactory.

2.67. *Public Service Commission*.—The Madhya Pradesh Public Service Commission consists of three members, one of them is a Scheduled Caste. The Commission have furnished the following statistics giving the details of Scheduled Caste candidates who applied for various competitive examinations held by the Commission during the year 1964 and in respect of a few such examinations conducted in the year 1965:

TABLE No. 30

Table showing the number of Scheduled Caste candidates who applied for the various examinations held by the Commission and number recommended for appointment during the years 1964 and 1965.

Sl. No.	Item	1964(*)		1965(**)	
		General	S.C.	General	Sch.Castes
1	2	3	4	5	6
1.	No. of Posts	74	18	75	18
2.	No. of candidates who applied	3,819	576	3,725	392
3.	No. of candidates admitted in examination	3,535	519	3,440	380
4.	No. of candidates appeared in the examinations	2,528	347	3,076	222
5.	No. of candidates called for viva-Voce	669	166	774	114
6.	No. of candidates present for viva voce	654	154	698	94
7.	No. of candidates recommended for appointment	79	18	84	17

It is observed from the above that in the year 1964, 18 posts were reserved for Scheduled Castes to be filled in that year. 576 Scheduled Caste candidates applied for these posts out of which 519 were called for the examination. 347 Scheduled Caste candidates took the examination and out of them 166 qualified and were called for oral test. It is further seen that only 154 Scheduled Caste candidates appeared for the oral test, but the Commission recommended only 18 Scheduled Caste candidates to fill in the reserved quota. We have not been furnished any information to indicate whether 136 Scheduled Caste candidates failed in oral test or the Service Commission was not in a position to recommend more candidates because only 18 posts were reserved for them. Similarly in respect of the examinations held in the year 1965, it is seen that 18 posts were reserved for Scheduled Castes during that year. 392 Scheduled Caste candidates applied for appearing in the examination but only 380 students were admitted to the examination. 222 Scheduled Caste candidates appeared in the examination and out of them 144 candidates passed the examination and were called for oral test. Out of 94 Scheduled Caste candidates who appeared for oral test the Commission recommended the names of only 17 candidates as against 18 posts reserved for them. Obviously it means that 77 Scheduled Caste candidates were not found fit by the Commission though they had passed in written test and therefore one reserved post remained unfilled. *This indicates that the criteria applied in the oral test is perhaps very rigid and we recommend that the*

(*) Relates to combined competitive examination for recruitment to State Civil Services (Dy. Collectors) State Police Service (Dy. Supdt. of Police), Subordinate Civil Service (Naib Tehsildars), selection for training at the Indian Forest College, Dehra Dun.

(**) Relates to qualifying examination for recruitment to the post of Employment Officer, Sales Tax Inspector and Cooperative Inspector/Extension Officer, Cooperation and for selection of candidates for training at the Indian Forest College, Dehra Dun.

Public Service Commission should have the discretion to relax the prescribed percentage of marks to recommend suitable candidates to the Government on the lines of the order issued by the Government of India. Considering the inadequate representation of Scheduled Castes in higher services and the availability of candidates who have passed the examinations held by Public Service Commission the Committee would further recommend that cases of such candidates who have passed the examinations but have not been selected in the oral test should be considered by the State Government for appointment to other lower category of services or given additional training so that they could be absorbed in Government services when future vacancies occur.

2.68. The Commission have also furnished the following information regarding the Scheduled Caste candidates who applied for recruitment to posts filled in through interviews during the years 1964-65 and 1965-66:

TABLE No. 31

Table showing the number of posts filled in by Scheduled Caste candidates through interviews by the Public Service Commission during 1964-65 *and* 1965-66.

Sl. No.	Item	1964-65		1965-66[38]	
		General	Sch. Castes	General	Sch. Castes
1	2	3	4	5	6
1.	No. of posts	590	103	568	125
2.	No. applied	3,051	89	3,411	119
3.	No. appeared	1,470	35	1,820	61
4.	No. of candidates recommended for appointment	712	10	646	10

It is evident from the above that during the year 1964-65; out of 35 Scheduled Caste candidates who appeared for interview fulfilling the prescribed technical and professional qualifications only 10 persons were recommended by the Commission for appointment though 103 posts were reserved for Scheduled Castes. In the year 1965-66, 61 Scheduled Caste candidates fulfilling the prescribed qualifications appeared for interview but again only 10 persons belonging to these communities were recommended by the Commission for filling in the reserved quota of 125 posts. The recommendation made by the Committee in the preceding para holds good in this case also.

2.69. *Local Bodies.*—There are four Municipal Corporations, 165 Municipal Councils and two Notified Area Committees in the State. Some of the Local Bodies have fixed the percentage of reservation while others have yet to fix the same. The reservation fixed varies from 10 per cent to 20 per cent. There are some Local Bodies who follow same set of reservation orders as are applicable to other State services. During the tour the Committee was informed that out of 19 persons in Class II posts working in Ujjain Municipal Corporation no one belongs to Scheduled Caste and out of 272 and 217 Class III and IV employees, 13 and 29 persons respectively are members of the Scheduled Castes. Information regarding the actual representation of Scheduled Castes in other Local Bodies has not been received.

2.70. *Panchayati Raj Institutions.*—The of Secretaries to the Village panchayats

[38]The information is upto the end of January, 1966.

are filled by the appointment of regular government employees recruited by the Director of Panchayats and as such the representation of Scheduled Castes in these posts is governed by the orders of the State Governments. However, figures of actual representation have not been made available to the Committee. The Panchayat Samitis and Zila Parishads have not come into existence yet in the State.

2.71. *High Court and Subordinate Courts.*—The Registrar of the High Court has informed that same reservation orders as are applicable to the other State Services apply to the posts and services under the High Court and subordinate courts. The other concessions given to Scheduled Caste candidates are also similar to those given by the State Government. Actual representation of Scheduled Castes in the posts under the High Court of Madhya Pradesh, Jabalpur (includig Benches at Indore and Gwalior) and the courts of the District and Session Judges during the years 1963-64 to 1965-66 is given in the table below :

TABLE No. 32

Table showing actual representation of Scheduled Castes in the Services and Posts under the High Courts and the Courts of District and Session Judges during the years 1963-64 to 1965-66.

Sl. No.	Name of the Court	Year	Class I		Class II		Class III		Class IV	
			Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9	10	11
1.	High Court of Madhya Pradesh Jabalpur (including Benches at Indore and Gwalior).	1963-64	2*	Nil (Nil)	5†	Nil (Nil)	389	6 (1·5)	201	6 (3·0)
		1964-65	2	Nil (Nil)	5	Nil (Nil)	384	8 (2·1)	198	6 (3·0)
		1965-66	2	Nil (Nil)	5	Nil (Nil)	359	9 (2·5)	186	6 (3·2)
2.	Courts of District and Session Judges.	1963-64	98	Nil (Nil)	239	2 (0.8)	2,316	54 (2.3)	1,748	65 (3.7)
		1964-65	102	Nil (Nil)	267	3 (1·1)	2,368	61 (2·5)	1,736	65 (3·7)
		1965-66	102	Nil (Nil)	291	4 (1·4)	2,428	66 (2·7)	1,734	67 (3·9)

It is clear from above that the representation of Scheduled Castes in Classes I and II posts under the High Court is nil, and in Classes III and IV it varies from 1.5% to 3.2.% which is unsatisfactory. In courts of District and Session Judges the representation in Class I posts is nil and in Classes II, III and IV it varies from 0.8 to 3.9%. The High Court being the fountain of justice must ensure that reservation orders are strictly followed at the time of making appointments to the posts and services under it.

2.72. *Role of Employment Exchanges.*—The Committee has collected information from the District Employment Officers re-

*1 Registrar, 1 Additional Registrar.

†3 Deputy Registrars at Jabalpur, 1 Deputy Registrar at Indore and 1 Dy. Registrar at Gwalior.

garding the vacancies notified to the Employment Exchanges, vacancies reserved for Scheduled Castes and number of vacancies actually filled in from persons belonging to these communities as given in the table below :

TABLE NO. 33

Table showing the registration and placement of Scheduled Castes in 9 Employment Exchanges during the year 1965-66.

Sl. No.	Name of the employment exchange	No. of candidates registered		No. of Vacancies notified to the Exchange							
				General				S.. C.			
		General	S.C.	Central Govt.	State Govt.	Semi Govt. Local Bodies	Others	Central Govt.	State Govt.	Semi Govt. Local Bodies	Others
1	2	3	4	5	6	7	8	9	10	11	12
1.	Biaora	2,242	134	4	421	38	28	..	..	1	..
2.	Jabalpur	33,538	3,891	4,738	1,512	159	315	213	18	..	4
3.	Ratlam	5,848	630	100	1,923	193	69	..	..	..	..
4.	Bhilai	37,734	2,276	87	1,619	8,463	887	8	..	..	6
5.	Indore	16,688	1,370	465	1,858	243	263	33	6	..	..
6.	Dewas.	2,866	1,016	7	693	56	319	..	..	..	..
7.	Raisen	1,830	131	11	658	8	9	..	1	..	..
8.	Mandsaur	4,586	185	505	1,961	163	285	15	1	..	..
9.	Chatarpur	3,960	348	53	375	65	17	..	1	..	..

No. of vacancies actually filled							
General				S. C.			
Central Govt.	State Govt.	Semi Govt. L. B.	Others	Central Govt.	State Govt.	Semi Govt. L. B.	Others
13	14	15	16	17	18	19	20
4	417	23	16	..	..	..	..
2,591	484	46	42	144	13	..	..
70	1922	161	30	20	143	119	7
60	900	7,889	2,675	—	—	..	..
177	1,005	95	31	80	64	7	..
1	460	38	100	..	..	..	..
8	590	2	6	..	1	..	..
513	1,126	80	137	5	23	2	..
38	282	35	2	..	1	..	..

It is observed from the above that the Central Government, State Government and Semi Government employees have not been making reservation in posts for Scheduled Castes according to the percentage prescribed while notifying the vacancies to the employment exchange. At Bhilai out of 10,169 vacancies notified by the Central, State and Semi Government employers only 8 were notified as reserved while at Dewas out of 1,075 vacancies notified by all employers not even a single vacancy was declared as reserved for Scheduled Castes although there were as many as 2,276 and 1,016 Scheduled Caste candidates registered for employment available on the live register of employment exchanges of Bhilai and Dewas respectively.

2.73. The Committee was informed at various places during its tour that qualified

Scheduled Caste candidates are not available to fill in even the posts of clerks. We have collected information from 10 Employment Exchanges out of 43 districts which is given below:

TABLE NO. 34

Table showing number of Scheduled Castes applicants according to educational qualifications on the live register of ten Employment Exchanges during the period ending 31-12-1965.

Sl. No.	Name of the Employment exchange	No. of Scheduled Castes on the live register					
		Total	Masters or above	Degree	Graduates	Matrics	Non-matrics
1	2	3	4	5	6	7	8
1.	Ratlam	186	Nil		2	42	142
2.	Raisen	34	Nil		Nil	6	28
3.	Mandsaur	112	1		Nil	49	62
4.	Katni	568	Nil		Nil	23	545
5.	Jabalpur	4,540	7		10	338	4,185
6.	Indore	1,048	3		5	140	900
7.	Gwalior	693	Nil		18	178	497
8.	Bhilai	1,700	Nil		6	152	1,542
9.	Dewas	180	Nil		1	42	137
10.	Chatarpur	188	Nil		3	68	112
	TOTAL	9,244	11		45	1,038	8,150

It will be seen from the above table that 11 post-graduates, 45 graduates, 1,038 matrics and 8,150 non-matrics were registered with 10 Employment Exchanges for employment.

2.74. *Observations and Recommendations:*

(I) *It is regretted that inspite of the State Government orders to carry forward unfilled reserved vacancies, during the tour the Committee learnt that these orders are not being observed by the appointing authorities.*

(II) *We were informed by the State Government that a Committee under the Chairmanship of Dr. K. N. Katju has been appointed to look into the representation of Scheduled Castes in services. The Committee has not submitted its report yet.*

(III) *There should be a proper scrutiny of the periodical returns that are submitted by the appointing authorities at the State level. An Employment Cell*[39] *should be appointed.*

(IV) *A booklet should be published indicating the latest circulars issued by the State Government for reservation of posts for Scheduled Castes.*

(V) *To fill in the reserved posts in various State Services, the Government should start a pre-examination training centre for imparting to Scheduled Caste persons necessary training so that they may qualify in the various competitive examinations for entry into State Services.*

(VI) *It is necessary to increase suitably the percentage of reservation in Class III and IV services if Scheduled Caste persons are to attain an adequate representation in services in the near future in Class III and IV services.*

(VII) *The State Government should persuade the local bodies to follow the same set of instructions regarding reservation as are in force for recruitment to Government services and posts.*

(VIII) *The Directorate of Employment and Training should organise training for Scheduled Caste applicants on the live register of the various Employment Exchanges for their absorption by Public and Private employers.*

[39]Please see paras 2.158 to 2.160

(IX) *Steps should be taken to increase the intake of Scheduled Castes in the services under the High Court and the Subordinate Courts so as to bring them to the percentage prescribed for them.*

MADRAS

2.75. 18% of the population in the State comprises of the Scheduled Castes. The Government of Tamilnadu have reserved 16% posts for Scheduled Castes and Scheduled Tribes. The reservation orders, however, do not apply to last grade services. Similar percentage of reservation is provided by the local bodies, public undertakings, etc., etc., at the time of recruitment. The other concessions which are given to Scheduled Caste candidates are:

(i) *Age*:

(a) The age-limit prescribed for the various services does not apply to the appointment of a candidate belonging to a Scheduled Caste to a post for which a qualification lower than the degree is prescribed, provided such a candidate possesses a qualification higher than the minimum general educational qualification.

(b) The age-limit does not apply in the case of appointment of a Scheduled Caste candidate to a post for which a degree qualification has been prescribed provided such a candidate possesses a degree or any other equivalent qualification.

(c) In the case of appointment to posts for which the minimum general educational qualification or a lower qualification is prescribed, the upper-age limit is enhanced by five years in the case of scheduled castes in respect of many departments.

(ii) *Educational Qualifications*: Scheduled Caste or Scheduled Tribes candidate is deemed to possess the minimum general educational qualification if he has obtained a lower percentage of marks in some subjects in his S.S.L.C. than that prescribed for others (for example it would suffice if the Scheduled Caste candidate has obtained not less than 35% in English and in the regional language whereas others should have obtained not less than 40% in these subjects).

(iii) *Fee*: Scheduled Caste candidates are exempted from the payment of application fee for appointment to posts both within and outside the purview of the Madras Public Service Commission, if they have passed the Intermediate or Degree Examination of any University.

(iv) *Competitive Examinations*: In case of the examination conducted by the Madras Public Service Commission, 10% relaxation in marks is allowed.

2.76. *Actual Representation*: The Government of Tamilnadu have not furnished the figures regarding actual representation of Scheduled Castes in the various State services and posts under them. The State Government had appointed Shri P. P. Vaidyanathan, as a special officer to examine *inter-alia* the representation of Scheduled Castes and Scheduled Tribes in the services, in October, 1962. In his report the special officer made a number of observations and recommendations for improving the representation of Scheduled Castes in the services. It is observed from this report that representation of Scheduled Castes and Scheduled Tribes in the gazetted services was 2.5%, in supervisory grades 3% and in the clerical grades 10% or 4% only if Policemen are excluded in the year 1962. It is further mentioned in the report, that this proportion had remained practically unchanged during the years 1957-62 and the improvement in the position was very poor. Based on the information as collected by the Special Officer he came to the conclusion that in the gazetted and supervisory grades new recruitment continued to be far below the reserved quota of 16% but in the clerical services it has reached the reserved quota in some Departments like Police, Revenue, Cooperation, Highways and Rural Works, P.W.D. Panchayat Executive Officers, Medical Education and Agriculture Departments.

2.77. However, during the tour the Committee tries to collect information about the

[40]A report on some problems of Harijan Welfare, Madras 1963 p. 12

representation of Scheduled Castes from various officers who met the Committee. The information furnished in respect of the Police Department is given below:

TABLE No. 35

Table showing the representation of Scheduled Castes in Police Department

Sl. No.	Post	Sanctioned strength	No. of Scheduled Castes	Percentage of Col. 4 to Col. 3
1	2	3	4	5
1.	Superintendents of Police	41	4	9·8
2.	Additional Supdts. of Police	9	1	11.1
3.	Assistant Supdts. of Police	17	1	5·9
4.	Deputy Commandants	4	1	25·0
5.	Dy. Supdts. of Police	127	5	3.9
6.	Assistant Commandants	35	2	5·7
7.	Inspectors	352	9	2·6
8.	Head Constables	3,896	254	6·5

It will be seen from above that the representation of Scheduled Castes is not satisfactory in the various posts in the police department except in the post of Deputy Commandant.

2.78. We have also collected information in respect of a few other departments which is given in the table below:

TABLE No. 36

Table showing actual representation of Scheduled Castes in various departments

Sl. No.	Department	Total No. of persons			No. of Scheduled Castes		
		Gazetted	Non-Gazetted	Last Grade Services	Gazetted	Non-Gazetted	Last Grade Services
1	2	3	4	5	6	7	8
1.	Employment and Training Madras	77	1,528	234	Nil	89(5·8)	58(24·8)
2.	Revenue- Sectt. Madras	9	122	26	Nil	4(3·3)	(311·5)
3.	Cinchona	9	186	12	Nil	4(2·2)	2(16·6)
4.	Fisheries[41]	49	407	215	Nil	25(6·1)	36(16·7)
5.	Madras State Electricity Board[42]	404	11,488	1,707	2(0·5)	435(3·8)	225(13·2)

It will be seen that in so far as Gazetted appointments are concerned the number of Scheduled Caste persons working in these departments is practically nil. In respect of non-gazetted posts also the position is not satisfactory. As mentioned earlier, the State Government have not applied reservation orders to the last grade services, but the figures given above indicate that the representation of Scheduled Castes even in last grade services is not very happy.

[41] Agriculture Department vide its U.O. Note No. 5050/BY/66-51 dated 26-3-66, has informed the Committee that no posts are reserved for Scheduled Castes in the Fisheries Department.

[42] Information as on 31-9-1963.

2.79. During the Committee's tour the Harijan Welfare Directorate supplied the information regarding the representation of Scheduled Castes in that Department, which is given below :

TABLE NO. 37

Table showing the representation of Scheduled Castes in the Harijan Welfare Department

Sl. No.	Posts	Total Strength	Strength of Scheduled Castes	%age of Sch. Castes
1	2	3	4	5
1.	I.A.S. Cadre (Headquarters)	2	1	50·0
2.	Gazetted	3	1	33·3
3.	Non-Gazetted	93	11	11·8
4.	Last Grade Servants	21	15	71·4
		119	28	25·2

The Committee was happy to note that the overall percentage of Scheduled Castes in the posts and services under the Harijan Welfare Department is fairly good except in the non-gazetted posts.

2.80. The Committee during its tour collected from the Commissioner, Hindu Religious and Charitable Endowment Department, the information regarding the recruitment of Scheduled Castes made during the year 1964-65. The necessary information is given in the table below :—

TABLE NO. 38

Table showing the recruitment of Scheduled Castes made during the year 1964-65 in the Hindu Religious and Charitable Endowment/ Department/Administration

Sl. No.	Posts	No. of Posts sanctioned during the year 1964-65	No. of Posts reserved for Sch. Castes	No. of persons actually recruited
1	2	3	4	5
1.	Gazetted Officers	1*	Nil	Nil
2.	Non-Gazetted Officers	22† { 1 Supdt, 13 Assistants, 6 Clerks, 2 Typists }	8 { 6 Clerks, 2 Typists }	2 (Clerks)
3.	Last Grade	82	Nil	3

It will be seen from the above table that out of 22 non-gazetted posts sanctioned during the year 1964-65, 8 were declared as reserved for Scheduled Castes but only 2 persons were actually recruited. The figures in respect of last grade services are revealing. Out of the 82 last grade posts which were sanctioned, no posts was reserved for Scheduled Castes (on account of State Government Orders) and only 3 persons belonging to Scheduled Castes could be appointed.

*Post of Personal Assistant to Commissioner upgraded to the Cadre of Deputy Commissioner.

†Six posts of Clerks reserved for Sch. Castes have been added to the number of posts sanctioned during the year.

2.81. *Public Service Commission.*—Madras Public Service Commission consists of three members. The Chairman of the Commission is a Scheduled Caste. The State Government have not empowered the Commission to relax any condition or rule, so far, as the recruitment of Scheduled Castes in Government Services is concerned. During the year 1965, the Commission received 318 applications for the posts of clerks from the Scheduled Caste candidates. 313 candidates appeared in the test and 255 out of them secured qualifying marks and were selected. As regards the post of typist, out of 126 applicants only 4 appeared in the test and were selected. During the period 1955-60, the Commission selected 1,654 candidates for Gazetted posts and 10,190 for the subordinate services and out of these 27 and 205 were Scheduled Caste and Scheduled Tribe persons which came to 1.6% and 2.0% respectively.

2.82. *Local Bodies.*—The local bodies have not furnished the figures of actual representation in the posts and services under their control. However, the Committee could lay hand on the following information[43] relating to the year 1962 which is given below:

TABLE No. 39

Table showing representation of Scheduled Castes and Scheduled Tribes in Local Bodies during the year 1962

Sl. No.	Name of the Local Body	Gazetted		Supervisory		Clerical etc.	
		Total	S.C. & S.T.	Total	S.C. & S.T.	Total	S.C. & S.T.
1	2	3	4	5	6	7	8
1.	Corporation of Madras	55	Nil	510 (5·5)	28 (5·5)	643	22 (3·4)
2.	Madurai Municipality	6	Nil	1,319 (5·8)	76* (5·8)	283	19 (6·7)
3.	Coimbatore Municipality	6	Nil	1,113 (6·7)	75 (6·7)	173	7 (4·1)

*Includes all teachers.

It is evident from above that in none of the local bodies, Scheduled Castes are represented in the Gazetted posts. Even with regard to supervisory and clerical jobs, the representation of Scheduled Castes is very less varying from 3.4 to 6.7 per cent.

2.93. *Panchayat Unions.*—The Panchayat Unions set up under the scheme of democratic decentralisation functioning in various districts of the State which were visited by the Committee during its tour, could not supply the information regarding actual representation of Scheduled Castes in the posts and services under their control. However, during the course of the discussions which the Committee had with the Chairman of various Panchayat Unions information which is given in the table below was collected.

TABLE No. 40

Representation of Scheduled Castes in services in the various Panchayat Unions

Sl. No.	Name of the Panchayat Union	Total Strength including S.C.	Strength of Sch. Castes	Percentage of Scheduled Castes
1	2	3	4	5
1.	Tiruvellore	72	7	9·7
2.	Poondi	279 (including teachers)	17	6·1

43A report on some problems of Harijan Welfare by Shri P. P. I. Vaidyanathan. p. 8.

TABLE NO. 40—*contd.*

1	2	3	4	5
3.	Kadambathur	212 (teachers)	75	35·4
4.	Vellapuram	9	3	33·3
5.	Thalavadi	40	Nil	Nil
6.	Pollachi Union (Coimbatore)	44	4	9·1
7.	Kudam	44	3	6·8
8.	Tiruvellur	81	9	11·1
9.	Avenashi (Coimbatore)	32	3	9·4
10.	Malavadi (Coimbatore)	40	Nil	Nil
11.	Vellakoil (Coimbatore)	44	2 (peons)	4·5
12.	Palladam (Coimbatore)	40	2	5·00
13.	Udemalpet (Coimbatore)	44	1	2·3
14.	Sultanpet (Coimbatore)	42	2	4·8
15.	Andiyur (Coimbatore)	44	5	11·4
16.	Chenimalai (Coimbatore)	120 (teachers)	55	45·8
17.	Solayamangalam	45	2	4·4
18.	Annur	44	5	11·4

It will be seen from the above that the representation of Scheduled Castes in the posts and services under two of the Panchayat Unions of Thalavadi and Malavadi is nil and in 13 out of the remaining 16 Panchayat Unions it is less than 12%. The Committee has also observed that in the offices of Vellakoil and Poondi Panchayat Unions only 2 Scheduled Caste persons each are working in their offices. The strength of the former is 44 and of the later 66.

2.84. *Khadi & Village Board.*—The Khadi and Village Industries Board applies the principle of reservation of appointments laid down in rule 22 of the General Rules for the Madras State and subordinate services, in the case of direct recruitment to all posts under the control of the Board where the sanctioned strength is 50 and above. The reservation of appointment to the posts is made in order of rotation specified by the Board and if a qualified and suitable candidate belonging to any of the Scheduled Castes is not available for appointment as per order of rotation, the turn will lapse and the vacancy is filled by the next turn, in the order of the rotation. No account is taken of any lapsed turn of the Scheduled Castes.

2.85. *Role of Employment Exchanges.*—Some of the District Employment Exchanges have furnished information in regard to the registration and placement of Scheduled Caste applicants which is given below :—

TABLE NO. 41

Table showing the employment position of Scheduled Castes as supplied by six Employment Exchanges, 1965-66

District Employment Exchange	No. of candidates registered		No. of vacancies notified to the Exchange							
			General				Sch. Castes*			
	General	S.C.	Central Govt.	State Govt.	Semi Govt. L.B.	Others	Central Govt.	State Govt.	Semi Govt. L.B.	Others
1	2	3	4	5	6	7	8	9	10	11
Coimbatore	25,785	2,279	522	3,334	3,633	501	39	79	19	..
Madurai	15,117	1,453	63	1,979	1,138	259	19	18	3	1
Madras*	28,107	1,062	750	5,800	1,240	629	149	21	30	10
Tirunelveli	17,756	1,938	85	1,825	1,183	238	1	31	6	..
Salem	22,513	3,063	13	3,222	4,797**	..	3	21	5**	..
Tiruchirapalli	24,430	3,467	96	2,665	2,285	548	10	49	8	..

TABLE No. 41—*contd.*

No. of Vacancies actually filled							
General				Sch. Castes*			
Central Govt.	State Govt.	Semi Govt. L.B.	Others	Central Govt.	State Govt.	Semi Govt. L.B.	Others
12	13	14	15	16	17	18	19
522	3,334	3,633	501	50	273	205	6
18	1,848	919	45	1	6	..	..
531	5,050	837	168	71	155	27	
55	1,571	891	81	..	14	2	..
42	2,700	3,327	121	115	821	145	12
13	4,591	96	2	2	43	..	..

* The figures relate to calender year (1-1-1965—31-12-1965)

** Includes others.

It will be seen from above that as against 522, 2,334 and 3,633 vacancies notified for general category candidates by the Central, State and Semi Government Departments only 39, 79 and 19 vacancies respectively were declared as reserved for Scheduled Castes to the District Employment Exchange, Coimbatore. The Central, State and Semi Government offices, however, recruited 50, 273 and 205 candidates respectively belonging to these communities. This clearly indicates the fact that posts are not reserved for Scheduled Castes according to the orders of reservation and thus there is a poor intake of these persons in Central, State and Semi Government offices. The same state of affairs can be seen in respect of other Employment Exchanges.

2.86. The Committee has also collected information from 9 Employment Exchanges regarding the educational qualifications of Scheduled Caste applicants on the live register of their exchanges. The necessary information is given below:

TABLE No. 42

Table showing the number of Scheduled Caste applicants on Live Register of 9 Employment Exchanges according to their educational qualifications as on 31-12-1965

Sl. No.	Name of Employment Exchange	No. of Scheculed Castes on the Live Register				
		Total	Masters' Degree or above	Graduates	Matrics	Non-Matrics
1	2	3	4	5	6	7
1.	Ramanathapuram (at Madurai)	1,347	Nil	21	306	1,020
2.	Madurai	2,731	Nil	9	340	2,382
3.	Madras	840	Nil	7	324	509
4.	Tirunelveli	1,185	Nil	9	314	862
5.	Tiruchirapalli	3,162	6	8	381	2,767
6.	North Arcot at Kalpadi	3,249	Nil	8	374	2,867
7.	Coimbatore	1,763	Nil	5	279	1,479
8.	Ootacamund	1,244	2	Nil	94	1,148
9.	Cuddalore	1,085	Nil	4	136	945
	TOTAL	16,606	8	71	2,548	13,979

It will be seen from above that 8 post graduates, 71 graduates, 2,548 matrics and 13,979 non-matrics were registered with these exchanges for employment. The above information reveals that a sufficient number of Scheduled Caste candidates are still on the live register of the Employment Exchanges.

2.87. *Observations and Recommendations* :

(I) *Necessary arrangements may be made to establish a pre-examination coaching centre for Scheduled Castes to enable them to qualify for competitive examinations held for recruitment to various State Services.*

(II) *Travelling allowance should be paid to the Scheduled Caste candidates who are asked to appear for any examination/interview away from their places of residence on the lines of the Central Government.*

(III) *There should be a proper scrutiny of the periodical returns which are submitted by the appointing authority at the State level.*

(IV) *A booklet should be published indicating all the circulars issued by the State Government for reservation of posts for Scheduled Castes.*

(V) *The rule of reservation should also be observed in the case of Last Grade Services.*

(VI) *If a qualified and suitable candidate belonging to the Scheduled Caste is not available for appointment, the vacancy is filled in and is not carried forward. Shri Vaidyanathan* in his report had suggested that "the reserved posts should not lapse at the end of one year if suitable candidates are not available, but the posts should be carried forward to two successive years and lapse at the end of three years." We observe that this suggestion has not been accepted by the State Government. We recommend that the principle of carry forward for unfilled reserved vacancies should be accepted by the State Government otherwise the Scheduled Castes will not attain adequate representation in services for a long time to come. Instructions should be issued to make all efforts to fill in the reserved vacancies from amongst the Scheduled Castes, before carrying them forward to two years.*

(VII) *The reservation orders are made applicable to appointments to certain gazetted posts from the corresponding non-gazetted posts in respect of Madras Civil Service Executive Branch, Madras Highways Engineering Service, Madras Survey and Land Record Service, Madras Civil Judicial Service and Madras Commercial Tax Services. The principle of reservation at the time of promotion is the only way by which effective representation to the Scheduled Castes can be given in the higher grades. We recommend that the State Government should extend the reservation orders at the stage of promotion to all the State Services.*

(VIII) *The State Government have not empowered the Commission to relax any condition or rule so far as the recruitment of Scheduled Castes in Government services is concerned. The Committee feels that like the Union Public Service Commission, the State Government should empower the State Public Service Commission to use discretion in giving relaxation to Scheduled Caste candidates who are otherwise found suitable.*

(IX) *The Committee has observed that adequate representation has not been given to the Scheduled Castes in various grades of the Government and Semi-Government services. The percentage of reservation in services for Scheduled Castes should be in accordance with their percentage of population to the total population of the State.*

(X) *The State Government had approved a scheme of training to be imparted by the four Employment officers at Madras, Coimbatore, Tiruchurapalli and Madurai to Scheduled Caste persons on the recommendations made by Shri P. P. Vaidyanathan. The State Government should evaluate the results achieved so far.*

(XI) *An employment cell*[44] *should be established to verify adherence to instructions, and orders issued regarding reservation of vacancies for Scheduled Castes by Government, Semi Government and Public undertakings, etc., etc.*

(XII) *The Khadi and Village Industries Board should extend the reservation orders to all posts under their control and amend the rules accordingly.*

*A report on some problems of Harijan Welfare, p. 27.
[44]Please see paras 2.153 to 2.100

(XIII) *The State Government should direct the Government and Semi Government employers to indicate clearly the posts reserved for Scheduled Castes when notifying vacancies to the Employment Exchanges.*

MAHARASHTRA

2.88. Scheduled Castes form 5.6 per cent of the total population in the State. The population of the Scheduled Castes converts to Buddhism is 27,89,501 which is 7.05 per cent of the total population of the State. 13 per cent of the posts in all classes to which direct recruitment is made have been reserved for Scheduled Castes and Scheduled Castes converts to Buddhism. Other concessions given to the Scheduled Castes and non-Buddhists are :—

(i) *Age* :—Relaxation of upper age limit by 5 years.

(ii) *Fee* :—Concession in the payment of fee is given only in case of recruitment through Public Service Commission.

(iii) *Carry Forward Rule* :—Unfilled reserved vacancies are carried forward for a period of two years subject to the condition that the carried forward vacancies together should not exceed 45% of the total vacancies on any occasion of recruitment.

(iv) *Others* :—(a) With a view to ensure the adequate recruitment of Scheduled Caste candidates, the standard of selection is lowered in favour of these Scheduled Caste candidates, who are otherwise considered suitable and confirm to the minimum standard for appointment.

(b) In the matter of promotion the Scheduled Caste candidates are judged with special sympathy and promotion is not denied on the grounds of inefficiency unless they are considered to be definitely unfit or unless promotion is denied to them as a punishment.

(c) In the case of retrenchment, members of Scheduled Castes are not retrenched according to juniority if their strength in the entire cadre does not exceed the percentage fixed for them.

(d) Candidates belonging to this Community can also get their names registered in the office of District Social Welfare Officer for classes III and IV services. Appointing *authorities are required to notify* these vacancies to :—

(i) Directorate of Social Welfare.

(ii) Social Welfare Officer.

(iii) Employment Exchanges.

(e) The State Government have also directed all the appointing authorities to see that the various orders issued by it for the representation of the Scheduled Castes are followed scrupulously.

2.89. *Actual Representation*.—The Government of Maharashtra have not furnished any information regarding actual representation of Scheduled Castes in services in spite of our reminders. However, following information on the subject has been collected by the Committee :—

TABLE NO. 43

**Table showing representation of Scheduled Castes in the State Services during the year* 1964-65.

Sl. No.	Class	Permanent			Temporary		
		Total strength	S.C.	%age of S.C.	Total strength	Scheduled Castes	%age of Sch. Castes
1	2	3	4	5	6	7	8
1.	I	111	N.A.	Nil	110	1	0·9
2.	II	172	4	2·3	214	3	1·4
3.	III	7,677	476	6·2	5,515	431	7·8
4.	IV	2,414	392	16·2	1,684	369	21·9

*Information supplied by the Deputy Commissioner for Scheduled Castes and Scheduled Tribes, Poona.

The above figures indicate that the representation of Scheduled Castes in Class I permanent posts was zero and in Class II and III was 2.3 per cent and 5.2 per cent respectively. In case of temporary posts the position was also not satisfactory.

2.90. The information regarding the actual representation of Scheduled Castes in Government services as furnished by some of the District level offices of the State Government is given in the table below:

TABLE NO. 44

Table showing the representation of Scheduled Castes in the various District level offices of the State Government during the year 1965

Sl. No.	Name of the Deptt./Office	Class I			Class II			Class III			Class IV		
		Total	S.C.	%age	Total	S.C.	%age	Total	S.C.	%age	Total	S.C.	%age
1.	Regional Transport Office, Amravati	Nil	Nil	Nil	1	Nil	Nil	62	4	6·5	14	2	14·3
2.	Divisional Forest Office, East Melghat Divn. Amravati	1	1	100·0	3	Nil	Nil	248	30	12·1	20	8	40
3.	Office of the Collector, Amravati	3	Nil	Nil	16	1	6·3	288	28	9·7	134	21	15·7

During the tour, the Committee came to know that in each district there is a 'Selection Board' consisting of two non-officials and Collector of the district concerned for the purpose of recruitment to Class III and IV posts. The posts are filled in accordance with a roster maintained by the Board.

2.91. *Public Service Commission.*—The Maharashtra Public Service Commission consists of 5 members and one of them is a Scheduled Caste. The following table gives information regarding Scheduled Castes who were recommended by the Service Commission against the reserved posts during the year 1962-63.*

TABLE NO. 45

Table showing the number of Scheduled Caste candidates recommended by the Service Commission for various posts in the year 1962-63

Sl. No.	Name of the post of service	No. of vacancies reserved for S.C.	No. of S.C. candidates who appeared for interview	No. of S.C. candidates who qualified	No. of Sch. Castes candidates recommended for these posts
1	2	3	4	5	6
1.	Clerks	15	98	66	27‡
2.	Clerk-typists	18	13	2	2
3.	Steno-typists	2	1	Nil	Nil
4.	Typists Marathi	5	2	Nil	Nil
5.	Typists English	9	14	4	4
6.	Stenographers (Lower Scale)	1	1	Nil	Nil
7.	Stenographers (Higher Scale)	1	Nil	Nil	Nil
8.	Junior Asstt.	3	12	2	2
9.	Maharashtra Forest Service	2**	2	Nil	Nil
10.	Maharashtra Service of Engineers Class I	1**	1	1	Nil@
11.	Maharashtra Service of Engineers Class II	5**	5	2	2

*Information collected from the Report of the Maharashtra Public Service Commission for 1962-63.

‡12 posts were filled by Sch. Caste candidates from the quota reserved for Scheduled Tribes.

**No separate reservation for Sch. Castes in these categories.

@One OBC candidate was selected.

The above table shows that the Commission was able to recommend Scheduled Caste candidates for all the reserved posts in the case of clerks only.

2.92. *High Court.*—The High Court has not prescribed any reservation of posts for Scheduled Castes in its offices either at Bombay or at Nagpur. The normal recruitment rules are relaxed *i.e.* in some cases age-limit is relaxed and in the case of clerks the condition of knowledge of typist is relaxed. The actual representation of Scheduled Castes during the years 1963-64 to 1965-66 is given below :—

TABLE No. 46

Table showing representation of Scheduled Castes in posts and services under the High Court.

Year	Class I		Class II		Class III		Class IV	
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9
1963-64	12	Nil	Nil	Nil	319	13	167	28
1964-65	11	Nil	Nil	Nil	323	15	171	29
1965-66	11	Nil	Nil	Nil	325	15	171	30

It will be seen from the above table that there is no Scheduled Caste gazetted officer and the representation of Scheduled Castes in Class III is also inadequate.

2.93. The reservation orders in favour of Scheduled Castes are followed by the District Courts in making appointments to posts under them. Some of the District courts have furnished information in regard to the actual representation of Scheduled Castes which is given below :

TABLE No. 47

Table showing representation of Scheduled Castes in some District and Subordinate Courts

Sl. No.	Name of the Court	Year	Class I		Class II		Class III		Class IV	
			Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9	10	11
1.	Distt & Subordinate Courts, Poona.	63-64	Nil	Nil	Nil	Nil	388	30	132	21
		64-65	Nil	Nil	Nil	Nil	388	30	132	23
		65-66	Nil	Nil	Nil	Nil	365	30	128	24
2.	Distt. & Subordinate Courts, Osmanabad.	63-64	2	Nil	11	Nil	197	3	44	Nil
		64-65	3	Nil	9	Nil	194	3	41	Nil
		65-66	3	Nil	9	Nil	187	3	45	Nil
3.	Distt. & Senior Courts, Bhir.	63-64	2	Nil	7	Nil	125	5	34	4
		64-65	1	Nil	7	Nil	125	5	33	7
		65-66	3	Nil	7	Nil	124	5	36	7
4.	District Court, Nagpur . .	63-64	5	Nil	22	Nil	258	28	91	16
		64-65	7	Nil	25	1	252	23	89	18
		65-66	8	Nil	25	1	252	23	89	18
5.	Distt. & Sub-ordinate Courts, Ratnagiri	63-64	Nil	Nil	Nil	Nil	241	15	52	5
		64-65	Nil	Nil	Nil	Nil	245	16	50	7
		65-66	Nil	Nil	Nil	Nil	222	16	60	7
6.	District Court, Thana . .	63-64	5	Nil	25	Nil	251	15	89	4
		64-65	5	Nil	24	1	260	11	93	6
		65-66	4	Nil	22	1	243	13	96	6
		1966	6	Nil	23	1	243	12	94	13
7.	District Court, Nandoil . . .	63-64	3	Nil	6	Nil	122	2	30	Nil
		64-65	3	Nil	7	Nil	125	2	32	1
		65-66	3	Nil	7	Nil	124	1	33	3

It will be seen from the above table that there was no Scheduled Caste representation in Class I services against a total number of 23 posts during the year 1965-66. In Class II services, out of 71 officers there were only 2 Scheduled Castes. Likewise in Class III and Class IV services during the year 1965-66 there were 90 and 72 Scheduled Caste persons against the total number of 1,517 and 491 employees respectively. The representation of Scheduled Castes in Class II and Class III services was 2.8 per cent and 5.7 per cent which is quite inadequate.

2.94. *Public Sector Undertakings.*—The State Government have informed that the Public Sector Undertakings have not prescribed any reservation for Scheduled Castes for services under their control.

2.95. *Zila Parishads.*—The non-gazetted posts under the Zila Parishads belong to their district services and recruitment to these posts are made through the Divisional or District Selection Boards depending upon whether the posts to which recruitment is made are technical or otherwise. According to Recruitment Rules governing District Services of zila Parishads, 6 per cent of the posts in District Technical Service (Class III) and District Service (Class III) and 7 per cent of the posts in District service (Class IV) are reserved for candidates belonging to Scheduled Castes. The question of raising this percentage to 13 per cent for each class of service in respect of candidates belonging to Scheduled Castes and Scheduléd Caste converts to Buddhism is also under the consideration of the State Government. The relaxation in upper-age limit and other concessions are in accordance with those followed for State Services. In accordance with the provisions made in the Bombay Village Panchayat Act, 1958, it vests with the village Panchayats to appoint their own staff as no district services have been constituted for Village Panchayat establishments.

2.96. The information relating to the actual representation of Scheduled Castes on the Samitis, Zila Parishads etc. has not been received so far from the various Chief Executive Officers of Zila Parishads. However, the information collected during the tour from the Zila Parishad of Osmanabad and Sholapur is given below :—

TABLE No. 48

Table showing the representation of Scheduled Castes in the Zila Parishads of Osmanabad & Sholapur

Name	Class	Total No. of employees working under Zila Parishad	Total No. of employees belonging to Sch. Castes	Percentage of Scheduled Caste Employees
1. Zila Parishad, Osmanabad	I	6	1	16·7
	II	777	8	10·4
	III	6,592	932	14·1
	IV	879	142	16·1
2. Zila Parishad, Sholapur	I	7	Nil	Nil
	II.	30	1	3·3
	III	5,751	247	4·3
	IV	771	57	7·4

It will be seen from the above that the representation of Scheduled Castes in all the categories of services in the Zila Parishad, Sholapur, is very poor.

297. *Local Bodies.*—In accordance with the instructions issued by the Local Self-Government and Public Health Department, the local bodies are required to prescribe reservation of 6 and 7 per cent in vacancies for members of Scheduled Castes in Class III and IV posts respectively. If vacancies reserved for the members of the Scheduled Castes etc. cannot be filled in by their appointment for want of suitable candidates, these are to be filled by members of Backward Classes, other than those for which these are reserved, if such candidates are available, and if no such candidates are available, these vacancies are carried forward and are to be added to the vacancies reserved for the class in question, for which these are initially reserved, and are filled on the next occasion.

2.98. The Local Bodies in the State have not supplied the information relating to the representation of Scheduled Castes in services, in spite of repeated requests.

2.99. *Khadi Village Industries Board.*—Maharashtra State Khadi & Village Industries Board consists of five members, one of whom is a Scheduled Caste. The Board has not indicated whether they have prescribed any reservation for Scheduled Castes in their services. However, they have intimated that against a total strength of 653 employees, 27 Scheduled Caste persons are in the employment of the Board in the pay scales as shown below :

TABLE NO. 49

Table showing representation of Scheduled Castes in services and posts under the Khadi and Village Industries Board.

Pay scale	No. of total employees	No. of S.C. employees	Percentage
1	2	3	4
460-1100	1	Nil	Nil
400-955	2	Nil	Nil
275-785	Nil	Nil	Nil
270-715	7	Nil	Nil
250-850	23	Nil	Nil
195-245	45	Nil	Nil
185-245	1	Nil	Nil
165-245	9	2	22·22
145-245	32	Nil	Nil
145-195	84	2	2·48
100-170	219	11	5·00
100-130	1	Nil	Nil
91-170	19	Nil	Nil
70-125	77	9	11·70
75-105	1	Nil	Nil
70-135	25	Nil	Nil
70-100	2	Nil	Nil
65-70	1	Nil	Nil
70-consolidated	18	Nil	Nil
65/- consolidated	1	Nil	Nil
50/- consolidated	1	Nil	Nil
150/- consolidated	4	Nil	Nil
65-75	80	3	3·8

It will be seen from above that in the higher grades the representation of Scheduled Castes is nil whereas in the lower grades *viz.* Rs. 145-195 and Rs. 65-75, it is 2.4 percent and 3.8 percent which is quite in adequate.

2.100. Since the general reply given to the Committee with regard to the inadequate representation of Scheduled Castes in services was the non-availability of suitable candidates, the Committee requested the

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District Empolyment Officers to give figures regarding registration and placement of Scheduled Castes. The information, as received from them is given below :

TABLE No. 50

Table showing the Employment position of Scheduled Castes as supplied by five Employment Exchanges for the year 1965-66

Sl. No.	Name of the Distt. Employment exchange	No. of candidates registered		No. of vacancies notified to the Exchange							
				General				Sch. Castes			
		General	S.C.	Central Govt.	State-Govt.	Semi Govt. L.B.	Others	Central Govt.	State Govt.	Semi-Govt. L.B.	Others
1	2	3	4	5	6	7	8	9	10	11	12
1.	Jalgaon	12,792	1,201	888	1,862	132	14	96	69	Nil	Nil
2.	Nasik	12,351	2,008	2,116	1,196	515	53	103	Nil	Nil	Nil
3.	Aurangabad . .	12,018	2,260	269	1,489	249	44	Nil	1	Nil	Nil
4.	Poona	44,015	6,052	4,693	3,931	775	4,320	439	Nil	5	Nil
5.	Nagpur	28,303	4,769	1,692	1,773	207	537	69	Nil	Nil	Nil

No. of vacancies actually filled							
General				Sch. Castes			
Central Govt.	State Govt.	Semi Govt. L.B.	Others	Central Govt.	State Govt.	Semi Govt. Local Bodies	Others
13	14	15	16	17	18	19	20
575	986	30	2	50	35	Nil	Nil
1,579	770	168	3	Nil	69	Nil	Nil
160	1,147	153	11	19	244	32	Nil
2,810	1,825	219	375	435	232	22	27
798	1,234	33	76	185	234	2	2

It will be seen from the above that as against 2116, 1196 and 515 vacancies notified for general category candidates by the Central State and semi-Government departments to District Employment Exchange, Nasik only 103 vacancies under the Central Government offices were notified as reserved for Scheduled Castes and only 69 candidates were recruited by the State Government offices. This clearly indicates that posts were not reserved for Scheduled Castes according to the reservation orders and the State and semi-Government employers did not indicate at all the number of posts to be reserved for Scheduled Castes to the Employment Exchange. The same state affairs may be seen in respect of the other Employment Exchanges also.

2.101. The Committee has also collected information from 6 Employment Exchanges

regarding the educational qualifications of Scheduled Caste applicants on the live registers of the exchanges. The necessary information is given below :

TABLE NO. 51

Table showing the number of Scheduled Castes applicants on live register of six Employment Exchanges according to qualifications as on 31-12-1965

Sl. No.	Name of the Employment Exchange	Total	Masters' Degree or above	Graduates	Matrics	Non-Matrics
1	2	3	4	5	6	7
1.	Poona	7,086	6	30	342	6,708
2.	Nagpur	3,662	Nil	26	919	2,717
3.	Jalgaon	868	Nil	Nil	165	703
4.	Bhandra	1,965	Nil	25	595	1,345
5.	Aurangabad	1,816	Nil	67	627	1,122
6.	Amravati	802	1	19	307	475
	TOTAL	16,199	7	167	2,955	13,070

It will be seen from the above that 7 post-Graduates, 167 Graduates, 2955 Matriculates and 13,070 non-Matriculates Scheduled Caste candidates were on the live Register of six Employment Exchanges of the State, who could not get employment even though the representation of Scheduled Castes in Government services is inadequate.

2.102. *Observations and Recommendations:*

I. *The Committee was informed during its tour that the Director Social Welfare, Poona submits the annual returns received from the various Departments to the Government with observations. The Committee, however, feels that these returns are not being maintained properly, otherwise there can be no reason why the State Government could not furnish the statistics for a couple of years.*

II. *Inspite of general instructions issued by the State Government, it was learnt at the time of discussions with the officials that they do not follow the carry forward rule. It is recommended that strict compliance of these instruction should be ensured.*

III. *A manual of instructions containing reservation orders issued from time to time should be printed and supplied to all appointed authorities.*

IV. *The Director of Employment and Training should arrange coaching/training at suitable places in the State for the Scheduled Caste applicants on the live registers of various Employment Exchanges in trades like typing, Stenography, accountancy etc. etc., to increase employment opportunities for them.*

V. *There is no scheme for imparting training to the Scheduled Castes to enable them to qualify for entry to various State services and posts. Since their representation in the services is poor, it is recommended that steps may be taken to establish a pre-examination training centre, to give coaching to Scheduled Caste candidates for appearing in various competitive examinations for entry into various State services.*

VI. *Special efforts should be made by the Judicial Department to increase the intake of Scheduled Castes in the various categories of posts under them.*

VII. *The High Court in the State has not prescribed any reservation in services for Scheduled Castes. The State Government should persuade the High Court to make necessary reservation for Scheduled Castes in the posts under it.*

VIII. *At present the reservation of vacancies for members of Scheduled Castes in respect of Class III and IV services as prescribed by the Local Bodies is 6 and 7 per cent respectively. The Committee recommends that separate reservation should also be provided for Scheduled Caste converts to Buddism.*

IX. *At the State level, there is no machinery to ensure strict observance of the reservation orders issued by the State Government from time to time. The Committee recommends that an Employment Cell*[45] *should be established.*

X. *The State Government should also take steps to collect regularly the statistics regarding the representation of Scheduled Castes in services and posts under them so as to find the progress in the implementation of the orders. The general Administration Department should prescribe returns to be furnished by all the appointing authorities which should be properly scrutinised in the Social Welfare Department and the name of the authorities not carrying out properly the reservation orders should be brought to the notice of the Government.*

XI. *The State Khadi and Village Industries Board should also take some positive measures to increase the intake of Scheduled Castes in their services which at present is very discouraging.*

XII. *The State Government should instruct the State Public Undertakings to extend reservation orders for Scheduled Castes in services and posts under them.*

XIII. *The State Government should direct the Government and semi-government employers to indicate clearly the posts reserved for Scheduled Castes when notifying vacancies to the Employment Exchanges.*

MYSORE

2.103. The Scheduled Castes constitute 13.2% of the total population in the State. The State Government tentatively fixed 15% reservation for Scheduled Castes in all cases of initial recruitment and promotion by selection from non-gazetted to gazetted posts in [46] February, 1958. In 1959 [47] the State Government after considering the representation in Government services of various communities ordered that reservation of Scheduled Castes be fixed at 15 per cent.

2.104. In order to ensure that the Scheduled Castes candidates take full advantage of the vacancies reserved for them the Appointing Officers were directed by the Government to appoint these candidates in any cadre either from the Employment Exchange or from the District Social Welfare Officers or from the open market and retrench the services of the candidates appointed to a post classified as 'Scheduled Caste' or 'Scheduled Tribe' by following the Rule of 'Last come First Go'.[48] Other concessions given to the Scheduled Castes include raising the age limit to 33 years,[49] 10% relaxation in marks in the competitive examinations; fee concession to the tune of ¾th of the prescribed fee etc. etc. Besides, if the minimum education qualification required for any post is Degree or diploma of any class higher than the lowest class, then the said minimum qualification in case of Scheduled Caste candidate will be the lowest class of such degree or diploma. On 14th March,[50] 1960 the State Government issued an order that all appointing authorities should review all appointments made by direct recruitment since 1-11-1956 and examine whether the quota reserved for the Scheduled Castes has been filled in to the prescribed extent. In case the prescribed percentage of Scheduled Castes has not been appointed in any particular cadre or category of service, the appointing authority should take immediate action to make up the prescribed proportion. The number of posts lost to Scheduled Castes since 1-11-1956 were required to be compensated for during the 3 years from 1960 to 1963 at the rate of 1/3rd the number each year.

2.105. *Actual Representation.*—We have observed from the published reports of the Commissioner for Scheduled Castes and Scheduled Tribes that the State Government have been consistently persisting in not sending the information regarding the representation of Scheduled Castes in the

45 Please see paras 2, 158 to 2, 160.
46 There was reservation for Scheduled Castes also prior to 1958
47 Government order No. GAD 26 CRR 59, dated 13-5-1959.
48 Information received from Government of Mysore *vide* their letter No. PHS. 59 SAD 65, dated 26-10-65
49 Government order No. GAD 33 SRR 61, dated 11-10-1961
50 O. M. No. GAD 20 SRR/60, dated 14-3-1960.

State services to that office from the period 1950 to 1963. However, the State Government have furnished information regarding representation of Scheduled Castes during the year 1960 to 1965 to us whidh is given below :

TABLE No. 52

Table showing representation of Scheduled Castes in State services during the year 1960 to 1965

Year (as on)	Class I			Class II			Class III			Class IV		
	Total	S.C.	%age of S.C. to total	Total	S.C.	%age of S.C. to total	Total	S.C.	%age of S. C. to total	Total	S.C.	%age of S.C. to total
1	2	3	4	5	6	7	8	9	10	11	12	13
31-3-61 .	1,236	26	2·1	2,625	105	4·0	1160,33	7,570	6·5	43,880	5,212	11·9
31-3-62 .	1,261	26	2·1	2,546	104	4·1	120,128	7,913	6·6	38,462	4,894	12·7
31-3-63 .	1,436	44	3·1	2,824	122	4·3	126,465	8,349	6·1	38,662	5,053	13·1
31-3-64 .	1,534	50	3·3	2,912	124	4·3	128,247	7,967	6·2	37,902	5,017	13·2
31-3-65 . (Provisional)	1,462	45	3·1	2,857	107	3·7	133,815	8,221	6·1	36,626	5,153	14·1

According to the provisional figures supplied for the year 1965 we observe that there has been a decrease in the representation of Scheduled Castes as compared with the previous year in Class I, II and III services. If the orders issued in 1960 had been vigorously implemented by the various departments of the State Government, we think that the position regarding representation of Scheduled Castes would have been different. It will be further seen from the table that the representation of Scheduled Castes in Class I, II and III services is much below the percentage of reservation fixed for them. Even in Class IV Services their representation is far from satisfactory.

2.106. *Employment Cell.*—A high level *ad hoc* committee with the Chief Secretary as Chairman and the Director of Social Welfare as the Secretary, has been constituted to suggest measures for better utilisation of posts by the Scheduled Castes and the Scheduled Tribes in Government services. On the recommendation of that committee, an Employment[51] Cell has been created and attached to the Directorate of Social Welfare for taking up inspection of all the Unit Offices to verify the adherence of Government orders passed from ime to time, with regard to the reservation of posts and vacancies for Scheduled Castes/Scheduled Tribes. The Cell had inspected about 80 Unit Offices till February, 1966 and submitted report to the Government. The reports of flagrant violation of Government orders by the Unit Officers are sent to the Chief Secretary to Government for further action.

2.107. *Public Service Commission.*—Mysore Public Service Commission consists of five members and the Chairman of the Commission belongs to Scheduled Caste Community. The annual reports of the Commission which the Committee had requested have not been furnished.

2.108. *Public Undertakings.*—Percentage of reservation, as applicable to the State Government Officers, is extended *ipso facto* to the posts and services under the Public Undertakings.[52] Besides, in all companies where the share capital is being held by the State Government or by any other State Government or party by the State and Central Government to the tune of not less than 51% are also required to adhere to the reservation of posts upto 15% for Scheduled Castes. Figures of actual representation has, however, not been made available to the Committee.

2.109. *High Court and subordinate courts.*—The Registrar of the High Court has informed that no percentage of reservation has been fixed for Scheduled Castes but the percentage as fixed by the State Government is followed in cases of direct recruitment, wherever feasible. No. other concessions are allowed to Scheduled Castes

51 GAD Orders No. 129 SRR 64, dated the 27th October, 1964.

52 G.O. No. GAD 184 SR. 63 dated 18-12-1963.

in the matter of recruitment and appointments. The information regarding the representation of Scheduled Castes in various categories of posts is as follows :

TABLE NO. 53

Table showing the total strength and the number of officers and officials belonging to the Scheduled Castes in the High Court of Mysore.

Year	Class I		Class II		Class III		Class IV*	
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9
1963-64 .	6	1(16·7)	Nil	Nil	258	8(3·1)	132	20(15·2)
1964-65 .	6	1(16·7)	Nil	Nil	267	10(3·7)	138	17(12·3)
1965-66 .	6	Nil	Nil	Nil	291	13(4·5)	147	13(8·8)

*Excluding sweepers and scavengers.
Figures in breakets indicate percentages.

It is clear from the above table that representation of Scheduled Castes in the posts under the Mysore High Court is not upto the prescribed percentage of 15 per cent. In Class I, their representation at the end of 1965-66 was nil and in Class III it was as low as 3.1% in 1963-64 and 4.5% in 1965-66, which is much below the percentage fixed. Representation of Scheduled Castes in Class IV, which was 15.2% in 1963-64 also came down to 8.8% in 1965-66. We feel that it should be possible for the High Court to implement the reservation orders in all classes of services under them.

2.110. In so far as the services in the subordinate Civil and Criminal courts are concerned the Registrar of High Court has furnished information only in respect of Class III and IV posts in the various offices of the District Judges. The following table indicates the total strength of staff existing during each of the years from 1963-64 to 1965-66 and the number of Scheduled Castes officials out of it in the offices of District Judges of Tumkur, Kolar, Mysore, Mandya, Hassan, Chitradurga, Belgaum, Bijapur, Dharwar, North Kanara, Bidar, Gulbarga and Raichur :

TABLE NO. 54

Table showing the actual representation of Scheduled Castes in the 13 offices of the District Judges during the years 1963-64

Sl. No.	Name of the District Court	Year	Class III			Class IV		
			Total including S.C.	S.C.	Percentage	Total including S.C.	S.C.	Percentage
1	2	3	4	5	6	7	8	9
1.	Tumkur . .	1963-64	Functioning from October, 1964					
		1964-65	104	9	8·7	116	11	9·5
		1965-66	104	11	10·6	117	12	10·3
2.	Kolar . . .	1963-64	Functioning from October, 1964					
		1964-65	98	13	13·3	87	7	8·0
		1965-66	96	13	13·5	77	8	10·4
3.	Mysore . .	1963-64	247	14	5·7	257	20	7·8
		1964-65	192	17	8·9	204	13	6·4
		1965-66	184	19	10·3	172	11	6·4
4.	Mandya . .	1963-64	55	6	10·9	65	1	1·5
		1964-65	55	6	10·9	65	2	3·1
		1965-66	76	10	13·2	75	5	6·7

TABLE No. 54—*Contd.*

1	2	3	4	5	6	7	8	9
5.	Hassan . . .	1964-65	Functioning from 1-11-1965					
		1965-66	87	10	11·5	96	5	5·2
6.	Chitradurga .	1963-64	Functioning from 1-10-1964					
		1964-65	47	5	10·6	46	1	2·2
		1965-66	95	11	11·6	30	3	10·0
7.	Belgaum . .	1963-64	202	27	13·4	129	22	17·1
		1964-65	202	31	15·4	129	23	17·8
		1965-66	190	26	13·7	127	23	18·1
8.	Bijapur . .	1963-64	137	20	14·6	105	18	17·1
		1964-65	139	20	14·4	105	18	17·1
		1965-66	136	20	14·7	103	17	16·5
9.	Dharwar . .	1963-64	222	21	9·5	166	14	8·4
		1964-65	219	21	9·5	172	16	9·3
		1965-66	215	22	10·2	167	16	9·6
10.	North Kanara .	1963-64	76	8	10·5	37	6	16·2
		1964-65	77	8	10·4	37	6	16·2
		1965-66	74	8	10·8	38	7	18·4
11.	Bidar . . .	1963-64	55	5	9·1	41	5	12·2
		1964-65	57	6	10·5	40	8	20·0
		1965-66	57	6	10·5	43	3	18·6
12.	Gulbarga . .	1963-64	113	2	1·8	67	5	7·5
		1964-65	113	5	4·4	67	8	11·9
		1965-66	113	5	4·4	67	10	14·9
13.	Raichur . .	1963-64	98	4	4·1	80	Nil	Nil
		1964-65	98	4	4·1	80	5	6·3
		1965-66	98	4	4·1	80	5	6·3

It is observed from the above table that the representation of Scheduled Castes in Class III posts in the various offices of the District Judges during the year 1965-66 varied from 4.1% to 14.7% which is below the prescribed percentage of 15%. The position in Class IV posts was also extremely poor especially in the offices located at Mysore, Mandya, Hassan and Raichur. In these offices the representation of Scheduled Castes was less than 6.8%.

2.111. The District Judges of Bangalore, Shimoga, Chikmagalur, Bellary, South Kanara and Coorg have furnished information about the total vacancies that were filled up during the years 1963-64 to 1965-66 and the posts filled up by Scheduled Castes candidates out of them as given below :

TABLE No. 55

Table showing the total vacancies filled vis-a-vis *Scheduled Castes appointed in* 6 *offices of District Judges during the years* 1963-64 *to* 1965-66

Sl. No.	Name of the Court	District	Year	Class III			Class IV		
				Total including S.C.	S.C.	Percentage	Total including S.C.	S.C.	Percentage
1	2		3	4	5	6	7	8	9
1.	Bangalore . .		1963-64	56	22	39·3	24	12	50·0
			1964-65	22	5	22·7	13	5	38·5
			1965-66	34	6	17·6	18	4	22·2

TABLE No. 55—*Contd.*

1	2	3	4	5	6	7	8	9
2.	Shimoga . .	1963-64	7	2	28·6	3	1	33·3
		1964-65	24	4	16·7	9	2	22·2
		1965-66	12	4	33·3	7	2	28·6
3.	Chikmagalur .	1963-64	Functioning	from 1-11-1965				
		1964-65	Nil	Nil	Nil	Nil	Nil	Nil
		1965-66	14	2	14·3	4	Nil	Nil
4.	Bellary . .	1963-64	58	3	5·2	45	3	6·7
		1964-65	69	10	14·5	76	13	17·1
		1965-66	72	8	11·1	70	12	17·1
5.	South Kanara .	1963-64	32	3	9·4	20	4	20·0
		1964-65	15	3	20·0	8	Nil	Nil
		1965-66	11	Nil	Nil	7	Nil	Nil
6.	Coorg . . .	1963-64	25	1	4·0	34	Nil	Nil
		1964-65	25	Nil	Nil	34	1	2·9
		1965-66	26	Nil	Nil	34	3	8·8

The figures given in the above table reveal that in the District Court at Chikmagalur out of 4 class IV posts filled in during the year 1965-66, none was given to the Scheduled Castes. At South Kanara, 11 class III and 34 class IV posts were filled in during the same year, but not even a single Scheduled Caste was appointed against these posts. Similarly, at Coorg 25 and 26 class III posts were filled in during the years 1964-65 and 1965-66 respectively, but no Scheduled Caste candidate was appointed. It is really strange that it was not possible for the offices of District Judges to fill in the posts from amongst Scheduled Caste candidates even in class III and IV category of posts according to the percentage of reservation fixed for them.

2.112. *Local Bodies.*—No information has been furnished by the State Government as well as the local bodies regarding the representation of Scheduled Castes in the various Municipalities in the State.

2.113. *Khadi & Village Industries Board.*—The Mysore State Khadi and Village Industries Board has informed that the Board generally follows the reservation of 15% of posts as prescribed by the Government for representation of Scheduled Castes. The representation of Scheduled Castes in the various posts under the Board as furnished is given below :

TABLE No. 56

Table showing the representation of Scheduled Castes in the Mysore State Khadi and Village Industries Board during the year 1966-67

Sl. No.	Grade	Total No. of Posts	No. filled in	Total No. of employees	No. of Scheduled Castes	Percentage
1	2	3	4	5	6	7
1.	300—700	5	5	5	Nil	Nil
2.	250—500	1	1	1	Nil	Nil
3.	250—470	1	1	1	Nil	Nil
4.	210—380	2	2	2	1	50·0
5.	180—320	38	38	38	3	7·9
6.	150—320 } 140—320 }	23	9	9	Nil	Nil
7.	120—240	45	19	19	3	15·8
8.	110—220	84	82	82	5	6·1
9.	100—200	17	14	14	3	21·4

TABLE No 56—*contd.*

1	2	3	4	5	6	7
10.	80—150 . . . . 70—120 . . . . 70—110	172	165	165	18	10·9
11.	55—75 . . . . 50—60	89	89	89	16	18·0
	TOTAL	477	425	425	49	11·5

It is evident from the above that in the 4 grades of posts *viz.*, (i) Rs. 300-700; (ii) Rs. 250-500, (iii) Rs. 250-470 and (iv) Rs. 150-320, no Scheduled Caste person has been appointed.

2.114. *Role of Employment Exchanges.*—Information regarding registration and placement of Scheduled Caste applicant registered with five Employment Exchanges has been tabulated and is given in the table below:

TABLE No. 57

Table showing the number of general and Scheduled Caste candidates registered, number of vacancies not notified and actually filled in by five District Employment Exchanges during the year 1965.

Sl. No.	Name of the Employment Exchange	No. of Candidates registered		No. of vacancies notified to the Exchange							
				General				Sch. Castes			
		General	S.C.	Central Govt.	State Govt.	Semi Govt.	Others	Central Govt.	State Govt.	Semi Govt. L. B.	Others
1	2	3	4	5	6	7	8	9	10	11	12
1.	Bangalore . . .	51,033	5,061	2,353	3,706	1,928	296	..	195	61	1
2.	Belgaum . . .	8,601	757	272	1,056	241	66	..	4	27	Nil
3.	Bhadrawathi . . .	8,147	492	26	1,779	83	87	..	Nil	14	Nil
4.	Gulburga . . .	6,690	1,071	64	1,049	398	36	..	4	40	26
5.	Mysore . . .	11,112	1,171	135	1,406	118	145	..	3	22	Nil

No. of vacancies actually filled							
General				Sch. Castes			
Central Govt.	State Govt.	Semi Govt. L. B.	Others	Central Govt.	State Govt.	Semi Govt. L. B.	Others
13	14	15	16	17	18	19	20
1,339	2,138	130	282	Nil	137	59	1
174	670	114	22	Nil	2	12	Nil
25	1,317	32	9	Nil	Nil	14	Nil
10	652	18	34	Nil	1	20	20
59	979	59	58	Nil	3	4	Nil

It is evident from the above that the Central Government employers did not indicate to the Employment Exchange, Bangalore any vacancies reserved for Scheduled Castes although during the year under review they intimated 2,353 vacancies to the Exchange.

The State Government and Semi-Government employers intimated 3,706 and 1,928 vacancies respectively to that exchange, but intimated only 195 and 61 vacancies reserved for Scheduled Castes which was much below the percentage of reservation made for them. It is observed that perhaps because no reservation was intimated by the Central Government employers to the Employment Exchange no Scheduled Caste person was recruited. In the case of State Government and Semi-Government employers only 137 and 59 Scheduled Caste persons were recruited. It is further observed that the Central Government employers in all the other 4 Employment Exchanges also never intimated the number of posts reserved for Scheduled Castes and the same was the case in respect of State Government employers in Bhadravati. The number of vacancies notified as reserved for Scheduled Castes by the State and Semi-Government employers was also not equivalent to the reservation made for them and it is quite evident that the interests of Scheduled Castes were therefore, ignored at the time of making appointments.

2.115. The Committee has collected information regarding educational qualifications of Scheduled Caste applicants on the live register of 15 Employment Exchanges at the end of year 1965. The information collected is given in the table below :

TABLE No. 58

Table showing number of Scheduled Caste applicants according to educational qualifications on the live register of fifteen Employment Exchanges during the period ending 31-12-1965

Sl. No.	Name of the Employment Exchange	Total	Master's Degree or above	Graduates	Matrics	Non-Matrics
1	2	3	4	5	6	7
1.	Bellary	457	Nil	2	89	366
2.	Tumkur	274	Nil	2	193	79
3.	Raichur	490	Nil	2	52	436
4.	Mysore	1,507	Nil	9	45	1,453
5.	Karwar	136	Nil	Nil	26	110
6.	Hassan	310	Nil	Nil	67	243
7.	Hubli	851	3	Nil	66	785
8.	Gulburga	674	Nil	8	87	579
9.	Davangere	678	Nil	1	196	481
10.	Chickmagalur	285	1	Nil	40	244
11.	Bijapur	381	Nil	2	99	280
12.	Bidar	246	Nil	Nil	52	194
13.	Bhadravathi	532	Nil	Nil	257	275
14.	Belgaum	548	Nil	14	178	356
15.	Bangalore	3,763	21	23	205	3,514
	TOTAL	11,132	25	63	1,652	9,395

It will be seen that 25 post-graduates, 63 graduates, 1,652 matrics and 9,395 non-matrics were available with these Employment Exchanges for employment.

2.116. *Observations and Recommendations :*

(i) *The Committee recommends that the suggestion*[53] *made by the Beerappa Committee for increasing the intake of Scheduled Castes in State Services should be implemented.*

(ii) *Reservation orders of 15% in favour of Scheduled Castes at the time of direct recruitment should also be made applicable at the time of promotion.*

(iii) *We have noted with satisfaction that employment cell has been set up in the State to keep under constant review the question of observance of reservation orders by*

[53] Annexure IX.

various Departments at the time of recruitment.

(iv) *The State Government had issued on 2-8-1963 an order that whenever qualified Scheduled Caste local candidates are available for recruitment in any cadre they should be appointed against vacancies reserved for Scheduled Castes in that cadre, even if they have now been filled by other candidates by terminating the services of the latter on the basis of last come first go. During the tour the Committee tried to ascertain whether effect was given to these orders but to our surprise we found that the appointing authorities never carried out these orders of the Government. The good intentions of the Government expressed in the Government Order, therefore, remain unfulfilled.*

(v) *The practice of sending piece-meal requisition by the appointing authorities to the Employment Exchanges or the Public Service Commission should be discouraged.*

(vi) *We reiterate the recommendation made by the Beerappa Committee that* ad-hoc *recruitment should be done for Departments and cadres where the representation for these communities is very low or nil or under the existing rules there was very little chance of improving the percentage of reservation.*

(vii) *Travelling allowance should be given to encourage the Scheduled Caste candidates to appear for interviews or tests away from the places of their residence.*

(viii) *We recommend that a pre-examination training centre for giving coaching to Scheduled Castes to enable them to appear in the various competitive examinations for entry into State Services may be established in the State very early.*

(ix) *The State Director of Employment and Training should start centres*[54] *at suitable places in the State for Scheduled Caste applicants on the live registers of the various Employment Exchanges for training in trades like typing, stenography, accountancy, motor-driving, etc., etc., to make the candidates acceptable to the various private and public employers.*

(x) *A brochure containing all the reservation orders regarding recruitment of Scheduled Castes should be published and supplied to every appointing authority.*

DELHI

2.117. In the Union Territory of Delhi 12.82% of the population consists of Scheduled Castes. Percentage of reservation for Scheduled Castes in the posts and services in the Union Territory has been fixed as given below:

Class I and II	12½%
Class III and IV	16⅔%

All the concessions given by the Government of India from time to time to the Scheduled Castes in services are extended also by the Delhi Administration to the Scheduled Castes in the Union Territory (annexure X).

2.118. *Actual Representation.*—The information regarding the actual representation of Scheduled Castes as furnished by the Administration is given below:

TABLE No. 59

Table showing representation of Scheduled Castes in the posts and services under the Delhi Administration during the years 1955—64

Sl. No.	Year	Class I			Class II			Class III			Class IV other than sweepers		
		Total	S.C.	%age of col. 4 to 3	Total	S.C.	%age of col. 7 to 6	Total	S.C.	%age of col. 10 to 9	Total	S.C.	%age of col. 13 to 12
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	1955 .	19	Nil	Nil	66	Nil	Nil	11,032	335	3·0	874	90	10·3
2.	1956 .	23	Nil	Nil	65	Nil	Nil	10,961	340	3·1	871	..	..

54 See para 2.155.

1	2	3	4	5	6	7	8	9	10	11	12	13	14
3.	1957 .	24	Nil	Nil	54	Nil	Nil	10,666	366	3·4	914	99	10·8
4.	1958 .	28	Nil	Nil	82	Nil	Nil	11,048	402	3·4	974	109	11·2
5.	1959 .	36	Nil	Nil	104	Nil	Nil	12,625	631	5·0	1,308	229	17·5
6.	1960 .	39	Nil	Nil	126	4	3·2	13,474	774	5·7	1,465	342	23·2
7.	1961 .	70	Nil	Nil	162	4	2·5	14,096	670	4·8	1,324	167	12·6
8.	1962 .	75	Nil	Nil	181	5	2·8	14,875	821	5·5	1,760	197	11·2
9.	1963 .	85	Nil	Nil	223	4	1·8	17,056	948	5·6	1,946	236	12·1
10.	1964 .	95	Nil	Nil	246	5	2·0	17,096	1,044	6·1	1,927	233	12·1

Besides, the following information regarding the representation of Scheduled Castes in services and posts under the Delhi Administration has been given by the Commissioner for Scheduled Castes and Scheduled Tribes in his published reports:

TABLE No. 60

Table showing the representation of Scheduled Castes in posts and services under the Delhi Administration

Year	Class I		Class II		Class III		Class IV	
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9
1955 (As on 30-9-1955)	43	Nil	242	Nil	6,557	88	2,499	254
1957 (As on 31-12-1957)	31	Nil	231	Nil	16,674	159	1,411	33
1958 (As on 31-12-1958)	33	Nil	294	Nil	16,773	187	2,475	34
1959 (As on 31-12-1959)	37	Nil	354	Nil	17,980	198	2,602	92
As on 1-1-61	57	Nil	489	11	20,033	902	N.A.	N.A.
As on 1-1-63	101	Nil	563	12	22,497	933	N.A.	N.A.

It is observed from the above table and the information supplied by the Delhi Administration to the Committee directly that the figures for the different years do not tally at all. Why it is so, is not understandable as the source for supplying the information is the same. Obviously, either the figures supplied to the Committee or to the Commissioner for Scheduled Castes and Scheduled Tribes have not been compiled properly. However, the information given to the Committee reveals that the representation of Scheduled Castes in Class I posts is 'nil' while in Class II it was 'nil' up to the year 1959 and during the years 1960 to 1965 it varied between 1.8% and 3.20% in Class III and IV, the representation of Scheduled Castes was only 6.1% and 12.1% respectively in the year 1964. It is also seen that there has not been proportionate increase in the representation of Scheduled Castes in the services during the years 1955 to 1964. During the tour, the Committee learnt that out of 202 Class I officers, only 5 were Scheduled Castes (2.4%), while out of 637 Class II posts, only 10(1.6%) were Scheduled Castes. We were further informed that in the Alipur Block there were only seven Scheduled Caste employees (including 5 scavengers) out of the total strength of 7.

2.119. *Representation of Scheduled Castes in the Local Bodies.*—We requested the New Delhi Municipal Committee, and the Delhi Municipal Corporation to supply figures of actual representation in the posts and services under them, but the same has not been furnished inspite of several reminders.

2.120. *Representation in Public Sector Undertakings.*—No information in this regard has been received from the Delhi Administration.

2.121. *Role of Employment Exchanges.*—Following information regarding registration and placement of Scheduled Caste candidates has been furnished by the Directorate General of Employment and Training.

TABLE NO. 61

Table showing registration and placement of Scheduled Caste candidates by the Employment Exchange during the year 1964

No. of S.C. applicants registered during the yaer	No. of vacancies notified to employment Exchanges in respect of all categories of applicants			No. of vacancies notified duringthe year for Scheduled Caste applicants only by				No. of reserved vacancies by S.C.
	Central Govt. Deptts.	State Govt. Deptts.	All other employers	Central Govt. Deptts.	State Govt. Deptts.	All other employers	Total	
18,624	29,238	635	8,744	725	Nil	45	770	567

It will be seen from the above that out of 29,238 vacancies notified by the Central Government employers only 725 were notified as reserved for Scheduled Castes. The State Government employers during the same period notified 635 vacancies but not even single vacancy was notified as reserved, which only shows that the Central and State Government employers do not indicate the reserved vacancies according to rules, while notifying the vacancies to the Employment Exchange.

2.122. *Observations and Recommendations*:

(i) *As is evident from Table 61, the representation of Scheduled Castes is not upto the prescribed percentage even at a place like Delhi. We strongly feel that Delhi should at least set an example to the rest of the country in the matter of giving adequate representation to the Scheduled Castes.*

(ii) *Periodical returns should be properly checked.*

(iii) *A cell*[55] *should be created to ensure compliance of reservation orders.*

HIMACHAL PRADESH

2.123. As per 1961 Census the population of the Scheduled Castes in Himachal Pradesh was 27.38 percent of the total population of the Union Territory. However, percentage of reservation fixed for Scheduled Castes in various posts and services is as below:—

(i) Direct recruitment on all India basis to Class I & II posts. 12.5%

(ii) Direct recruitment to Class III & IV posts 22.5%

(iii) Class III & IV posts filled by promotion by selection or on the results of competitive examinations limited to Departmental candidates (w.e.f. 8th Nov. 1963). 12.5%

All the concessions[56] given by the Government of India to Scheduled Castes from time to time with a view to increase their intake in services, are also given by the Government of Himachal Pradesh to the Scheduled Castes.

55 Please see paras 2.158 to 2.160.

56 See annexure X.

2.124. *Actual Representation.*—The Government of Himachal Pradesh have furnished the following information regarding representation of Scheduled Castes in the posts and services:

TABLE No. 62

Table showing representation of Scheduled Castes in the various services under the Himachal Pradesh Government during the years 1955—64

Year	Class I			Class II			Class III			Class IV (Other than sweepers and scavengers)		
	Total	No. of S.C.	% of col. 3 to 2	Total	No. of S.C.	% of col. 6 to 5	Total	No. of S.C.	% of col. 9 to 8	Total	No. of S.C.	% of col.12 to 11
1	2	3	4	5	6	7	8	9	10	11	12	13
1955 .	31	1	3·2	103	Nil	Nil	4,724	176	3·7	N.A.	N.A.	N.A.
1956 .	33	1	3·0	117	Nil	Nil	5,016	218	4·3	537	70	13·0
1957 .	42	1	2·4	85	Nil	Nil	4,491	185	4·1	1,616	271	16·7
1958 .	58	1	1·7	153	Nil	Nil	4,257	224	5·3	2,159	279	12·9
1959 .	50	1	2·0	16)	Nil	Nil	7,393	277	3·8	2,590	439	17·0
1960 .	39	Nil	Nil	99	2	2·0	4,978	321	6·4	2,240	355	15·8
1961 .	52	1	1·9	123	1	0·8	5,614	343	6·1	2,614	385	14·5
1962 .	42	Nil	Nil	245	8	3·3	6,117	374	6·1	2,771	344	12·4
1963 .	57	Nil	Nil	262	3	1·1	7,231	565	7·8	3,311	388	11·7
1964 .	60	Nil	Nil	268	2	0·8	10,420	556	5·3	2,885	378	13·1

It will be seen from the table above that the representation of Scheduled Castes in Class I posts during the years 1955 to 1964 had been fluctuating from zero per cent to 3.2 per cent and in Class II from zero per cent to 3.3 per cent. Instead of showing any appreciable increase, the percentage has been gradually decreasing and at the end of 1964 was zero in Class I and 0.8 in Class II posts. Similarly in Class III services the representation of Scheduled Castes was 3.9% in the year 1955 and went up to 7.8% in 1963 but again decreased to 5.3% in 1964. In the Class IV services it also remained unsatisfactory.

2.125. During the tour, following information was furnished to the Committee by the Welfare Department showing the number of vacancies reserved and filled in during the year 1965-66 in the various departments of the Government.

TABLE No. 63

Table showing the number of vacancies filled in and the number of Scheduled Castes appointed during the year 1965-66

Sl. No.	Name of the Deptt.	Total number of vacancies filled during the year				Vacancies reserved for Sch. Castes				Sch. Castes Appointed			
		Classes				Classes				Classes			
		I	II	III	IV	I	II	III	IV	I	II	III	IV
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	Temporary posts												
1.	Director, Agriculture . . .	Nil	10	179	63	Nil	2	40	14	Nil	Nil	10	14
2.	Director, Panchayats . .	Nil	Nil	8	3	Nil	Nil	2	1	Nil	Nil	1	Nil
3.	Director, Animal Husbandry .	Nil	1	73	55	Nil	Nil	13	Nil	Nil	Nil	3	28
4.	Registrar of Co-op. Societies .	Nil	Nil	10	Nil	Nil	Nil	1	Nil	Nil	Nil	1	Nil
5.	Chief Conservator of Forests .	Nil	5	52	175	Nil	1	9	18	Nil	2	3	Nil

TABLE No. 63—*contd.*

1	2	3	4	5	6	7	8	9	10	11	12	13	14
6.	E.T.O.	Nil	Nil	2	3	Nil	Nil	Nil	Nil	Nil	Nil	Nil	2
7.	Director Civil Supplies	Nil	Nil	6	1	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
8.	*Chief Electoral Officer*	Nil	Nil	6	12	Nil	Nil	5	9	Nil	Nil	Nil	Nil
9.	L. G Sectt.	Nil	Nil	Nil	3	Nil	Nil	Nil	Nil	Nil	Nil	Nil	3
10.	Finance Deptt.	Nil	Nil	1	Nil	Nil	Nil	1	Nil	Nil	Nil	Nil	Nil
11.	U. Secretary S.A.D.	Nil	Nil	23	9	Nil	Nil	5	2	Nil	Nil	2	9
12.	D. C. Kinnour	Nil	1	7	Nil	Nil	Nil	2	2	Nil	1	Nil	2
13.	Land Reforms Commr.	Nil	Nil	1	14	Nil	Nil	1	3	Nil	Nil	Nil	4
14.	Editor Distt. Gazettier	Nil	Nil	3	Nil	Nil	Nil	1	Nil	Nil	Nil	Nil	Nil
	TOTAL	Nil	17	371	338	Nil	3	80	50	Nil	3	20	57
	Permanent Posts												
1.	Registrar Co-op. Societies	Nil	Nil	18	1	Nil	Nil	2	Nil	Nil	Nil	4	Nil
2.	E.T.C.	Nil	Nil	6	Nil	Nil	Nil	1	Nil	Nil	Nil	2	Nil
3.	D. C. Mandi	Nil	Nil	4	8	Nil	Nil	2	3	Nil	Nil	2	3
4.	D. C. Chamba	Nil	Nil	3	Nil	Nil	Nil	1	Nil	Nil	Nil	1	Nil
5.	D. C. Kinnour	Nil	Nil	16	23	Nil	Nil	2	5	Nil	Nil	Nil	Nil
	TOTAL	Nil	Nil	47	32	Nil	Nil	8	8	Nil	Nil	9	3

In so far as temporary posts are concerned in the Directorate of Agriculture, out of 10 Class II posts filled in during the year 1965-66, two posts were reserved for the Scheduled Castes but none was appointed against these posts. Similarly out of 179 Class III posts, 40 posts were reserved for Scheduled Castes and 10 were filled in from the persons belonging to Scheduled Castes. The overall position of all these above mentioned Departments was also not satisfactory as it will be seen that out of 371 Class III posts filled in during the year 1965-66, 80 posts were reserved for Scheduled Castes but only 20 were filled in from persons belonging to them. Regarding Class IV posts, it will be seen that during the year 1965-66, the Directorate of Animal Husbandry and Office of the Chief Conservator of Forests filled in 55 and 175 posts respectively and out of these posts the office of the Chief Conservator of Forests only reserved 18 posts for Scheduled Castes but actually did not fill any post whereas the Directorate of Animal Husbandry which did not reserve any post for Scheduled Castes, recruited 23 Scheduled Caste persons. As far as the permanent posts in the above mentioned Departments are concerned, it will be seen that out of 47 Class III posts filled in during the year 1965-66, 8 posts were reserved for Scheduled Castes and 9 were filled in and in Class IV posts, 32 posts were filled in out of which 8 posts were reserved for Scheduled Castes but only three were filled in from persons belonging to them.

2.126. Besides, during the discussion with the State Government officials, we were informed by the Director of Agriculture that out of 2,000 employees working in his Department, only 257 were Scheduled Castes and out of these none was holding either Class I or II post. Similarly, the Deputy Commissioner, Mahasu informed that out of 17 gazetted officers working in his office, there was only one Scheduled Caste.

2.127. *Village Panchayats.*—No reservation for Scheduled Castes in the posts and services under the Panchayats has been made. According to the Panchayats Department, it has only two employees of its own, *i.e.*, Secretary and Chowkidar. However, it was stated that in almost all the Panchayats, its Chowkidar belongs to Scheduled Castes.

2.128. *Local Bodies.*—The Government of Himachal Pradesh have informed that no percentage of reservation has been fixed for Scheduled Castes in the posts and services under the Local Bodies.

2.129. *Role of Employment Exchange.*—The District Employment Officer, Mahasu, supplied the following information to the Committee regarding the registration and placement of Scheduled Castes :—

TABLE NO. 64

Table showing the registration and placement of Scheduled Castes by the Employment Exchange Mahasu during the year 1965-66

No. of candidates registered		No. of vacancies/notified to Exchange						No. of vacancies actually filled						Candidates on live register	
		General			S.C.										
General	S.C	H.P. Govt.	Pb. Govt.	Others	H.P. Govt.	Pb. Govt.	Others	H.P. Govt.	Pb. Govt.	Others	H.P. Govt.	Pb. Govt.	Others	General	S.C.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
5,003	1,378	3,283	17	10	27	Nil	Nil	1,951	8	43	15	Nil	Nil	1,153	363

The above statistics show that as against 27 vacancies reserved for Scheduled Castes only 15 were filled in from amongst Scheduled Castes. The Employment Officer told the Committee during the discussion that the State Government officials generally do not indicate the number of vacancies reserved for Scheduled Castes as is clear from the above table.

2.130. During the tour we were further informed by the District Employment Officer, Mahasu that as on 17-10-66 out of 402 Scheduled Caste candidates on the live register of his Employment Exchange, one was graduate, 9 Intermediate/Higher Secondary, 51 Matriculates, 244 non-Matrics and 97 Illiterates.

2.131. *Observations and Recommendations*:

(i) *The Committee observed during its tour of the Union Territory that there is no machinery at the State level to ensure strict observance of the reservation orders. Although periodical returns are received in the Welfare Department they are neither checked nor any discrepancy pointed out to the defaulting Departments. We, therefore, recommend that periodical returns should be properly scrutinised and the discrepancies pointed out to the defaulting Departments. An Employment Cell*[57] *should also be established.*

(ii) *Reservation orders should be made applicable to the posts and services under the Panchayats and other Local Bodies.*

(iii) *The Government employers while sending requisition to the Employment Exchanges, should clearly indicate the number of vacancies reserved for Scheduled*[58] *Castes.*

(iv) *Percentage of reservation of Scheduled Castes in the posts and services under the Government of Himachal Pradesh should be increased in proportion to the percentage of their population in the State.*

(v) *Training facilities should be provided to the Scheduled Caste candidates so as to enable them to compete for various services and be available to fill in the reserved posts.*

(vi) *During its tour in the State, the Committee observed that a good number of Class I and Class II Officers who belong to the service cadre of other States are at present holding posts in the Government of Himachal Pradesh on deputation basis. The Committee recommends that while getting officers from other States on deputation basis, the State Government should try to secure the services of suitable Scheduled Caste employees from other States.*

[57] Please see paras 2·158 to 2·160.

[58] Please see paras 2·162 to 2·164.

MANIPUR

2.132. The Scheduled Castes form 1.7 per cent of the total population in the Union Territory of Manipur. As for posts and services in Class I and II are concerned 12½% is reserved for direct recruitment by open competition *i.e.* through Union Public Service Commission or other authority and 16⅔ % when recruitment is made otherwise by open competition. There was 20% reservation in Class III and IV posts combined for Scheduled Castes and Scheduled Tribes in Manipur up to 1962. From the year 1963, 2.5% of posts in Class III and IV services has been reserved for Scheduled Castes by direct recruitment. With effect from 8-11-1963, 12½% of posts have also been reserved for them in Class III and IV posts filled by promotion by selection or through departmental competitive examinations, in grades to which there is no direct recruitment.

2.133. Besides the reservation, all the concessions[59] given by the Government of *India, from time to time, to the Scheduled* Castes with a view to increase their intake in services, are also given by Manipur Administration.

2.134. *Actual Representation.*—In spite of our reminders the Government of Manipur have not furnished information regarding actual representation of Scheduled Castes in the posts and services under them during the last few years. During the tour the Committee was, however, informed that out of 66 Class I Officers there is no Scheduled Caste and out of 419 Class II officers there is only one Scheduled Caste person. The information regarding the actual representation of Scheduled Castes in Class III and IV posts under the Administration as on 31-5-1966 is given below:

TABLE NO. 65

Table showing the representation of Scheduled Castes in the various Departments of the Manipur Administration as on 31-5-1966

Sl. No.	Name of Department	Sanctioned strength		No. of Sch. Castes	
		Class III	Class IV	Class III	Class IV
1	2	3	4	5	6
1.	P.W.D.	1,023	327	Nil	Nil
2.	Registration	13	8	Nil	Nil
3.	Medical	505	621	Nil	Nil
4.	Fishery	14	6	Nil	Nil
5.	Panchayat	53	5	1	Nil
6.	Co-operative	93	17	1	Nil
7.	Revenue	227	316	Nil	1
8.	Treasury	25	13	Nil	Nil
9.	Employment Exchange	10	7	Nil	Nil
10.	Weights and Measures	16	6	Nil	Nil
11.	Marketing	12	1	Nil	Nil
12.	Civil Supply	10	5	Nil	Nil
13.	State Trading	9	14	Nil	Nil
14.	Taxation	20	8	Nil	Nil
15.	Industries	150	44	1	Nil
16.	Animal Husbandry	214	188	Nil	6
17.	Secretariat	196	97	Nil	1
18.	Agriculture	161	99	1	Nil
19.	Forest	85	102	1	7
20.	Police	364	948	Nil	6
21.	M.S.T.	278	196	1	3
22.	Manipur Rifles	375	5,495	7	15
23.	Education	6,917	83	104	29
24.	Motor Vehicle	6	8	Nil	Nil
25.	Tribal Welfare	40	6	Nil	Nil

59 See Annexure X.

L2 Deptt. of SW/69—48

TABLE No. 65—*Concld.*

1	2	3	4	5	6
26.	Publicity	21	4	Nil	Nil
27.	Home Guards	9	144	Nil	Nil
28.	Election	11	7	Nil	Nil
29.	Development	351	79	12	Nil
30.	Settlement	248	21	Nil	1
31.	Manipur Police Radio	253	27	Nil	1
32.	Statistics	87	10	Nil	Nil
33.	Jail	19	49	Nil	Nil
	TOTAL	*11,815*	*8,961*	129 (1·1%)	74 (0·8%)

There are only 129 and 74 Scheduled Caste employees out of the total number of 11,815 and 8,961 employees working in Class III and IV posts which comes to 1.1% and 0.8% respectively. We regret to note that although the Manipur Administration is under the direct control of the Government of India, it has not been following the reservation orders properly.

2.135. *Local Bodies.*—Reservation in services under Municipalities is fixed to the extent of 20% combined for Scheduled Castes/Tribes in Class III and IV posts. For Class I and II posts 12½% are reserved for Scheduled Castes. The figures of actual representation have, however, not been furnished.

2.136. *Panchayats.*—At the Gram Panchayat level there is no separate recruitment of Panchayat staff. The Panchayat Secretaries are all Government servants and the normal rule of reservation was reported to be observed. There are no Zila Parishads/Panchayat Samities in Manipur.

2.137. *Role of Employment Exchanges.*—With regard to the registration and placement of Scheduled Castes, following information has been supplied by the Employment Officer, Imphal which relates to the year 1964-65.

Table showing registration and placement of Scheduled Castes during the year 1964-65

Total No. of registration: Total	Total No. of registration: S.C.	No. of vacancies notified	No. of vacancies notified as reserved for S.C.	No. of persons submitted against the notified vacancies: S.C.	No. of persons submitted against the notified vacancies: Others	No. of vacancies actually filled: S.C.	No. of vacancies actually filled: Others
1	2	3	4	5	6	7	8
10,035	33	2,071	2	20	4,829	Nil	627

The information given in the above table shows that out of 2,071 vacancies notified during the year 1964-65 only two were notified as reserved. Although 20 Scheduled Caste candidates were submitted by the Employment Exchange, none was appointed. Besides, it was learnt from the District Employment Officer, Imphal, that as on 31st March, 1966, there were 2 graduates, 4 matriculates and 14 unskilled persons on the live register of his Exchange who were available for employment. As against this the officials of the Union Territory Administration maintained that suitable Scheduled Caste candidates were not available for employment.

2.138. *Observations and Recommendations:*

(i) *The Committee recommends that the Union Territory Administration should make it obligatory for all the Departments to send periodical returns regarding the intake of Scheduled Castes in services to the Government.*

60 Planning and Development Department letter No. 147/14/61-M dated 7-9-1966.

(ii) *The Administration may also consider the desirability of appointing some machinery at the State level to scrutinize the observance of instructions issued by the Government from time to time.*

(iii) *Training facilities should be provided to Scheduled Caste candidates to enable them to compete for various services and be available to man the reserved posts.*

(iv) *The Government employees should be directed to indicate clearly the posts reserved for Scheduled Castes when notifying vacancies to the Employment Exchanges.*

PONDICHERRY

2.139. On 16th August, 1962, France ceded to India fully sovereignty over the Territory of the Establishments of Pondicherry, Karikal, Mahe and Yanam. The Scheduled Castes form 15.41% of the total population. 12½% of the posts have been reserved for Scheduled Castes in all types of posts and services under the Administration with effect from June 1965[61] only. The other concessions extended to Scheduled Castes in respect of services are the same as given by the Government of India. (Annexure X).

2.140. *Actual Representation.*—Figures of actual representation of Scheduled Castes in the posts and services have not been furnished on the ground that the reservation orders were issued only in June, 1965. However, during the tour the Secretary (General Administration) supplied the following information:

	No. of Scheduled Caste employees
Class I	Nil
Class II	Nil
Class III	7
Class IV	268

Although comparative figures were not given, the above figures clearly show that the Scheduled Castes are not adequately represented in the posts and services in the Pondicherry Administration.

2.141. *Observation and Recommendation*:

No reservation was made for the members of the Scheduled Castes in the Services before June, 1965. The delay in extending the reservation orders should be compensated by making special efforts to ensure that whatever reservation has been made for the Scheduled Castes is strictly adhered to. Special direct recruitment of Scheduled Castes should be made to fill in the gazetted posts in all Departments.

TRIPURA

2.142. The Scheduled Castes form 10.48 per cent of the total population in the Union Territory of Tripura according to 1961 census. 8% of the posts under the Tripura Administration have been reserved for them. The other concessions[62] given to the Scheduled Castes are the same as given by the Government of India.

2.143. *Actual Representation.*—Following information relating to actual representation of Scheduled Castes in the posts and services under the Administration as on 30th June, 1965 was supplied to the Committee during its tour:

Table showing representation of Scheduled Castes in Government services as on 30th June, 1965

Sl. No.	Total No. of employees — Class				Total No. of Scheduled Caste employees — Class			
	I	II	III	IV	I	II	II	IV
1	2	3	4	5	6	7	8	9
1	67	623	7,049	6,093	Nil (0·0)	10 (1·6)	502 (7·1)	856 (14·1)

NOTE.—Figures within brackets indicate the percentage.

61 Government of Pondicherry letter No. 1-82/66-Appts. dated 9-9-1966.

62 See Annexure X.

The above information reveals that the representation of Scheduled Castes is not satisfactory. In Class I services out of 67 employees there is not even a single Scheduled Caste while in Class II, out of 623 only 10, *i.e.*, 1.6% are Scheduled Castes. In Class III, there are 7049 employees but only 502 belong to Scheduled Castes which comes to 7.1% which is less than the percentage of reservation fixed for them. The position in Class IV services is, however, slightly better.

2.144. The Government representatives informed that the reasons for the slow intake of Scheduled Castes in Government services is the non-availability of suitable candidates. An M.L.A., however, informed the Committee that in Class III posts the reservation quota has not been filled in even though there are a large number of candidates who could be appointed as Class III officers.

2.145. *Local Bodies*.—The figures of representation of Scheduled Castes in the posts and services under the Agartala Municipality as supplied during discussions are given below:—

Table showing representation of Scheduled Castes in Agartala Municipality during the year 1965-66

Sl. No.	Class	Total No. of employees	No. of Scheduled Castes	% of Sch. Caste employees
1	2	3	4	5
1.	Class I	Nil	Nil	0·0
2.	Class II	1	Nil	0·0
3.	Class III	50	2	4·0
4.	Class IV (including sweepers and scavengers) . . .	81	50	61·7

The high percentage of 61.7% in Class IV services is due to the fact that the strength of sweepers and scavengers in the employment of the Municipality has also been included therein. In Class III services, the representation of Scheduled Castes is hardly 4%. It is thus quite evident from the above that the representation of Scheduled Castes in the various posts in the Agartala Municipality is very poor and calls for some special efforts to be taken to increase their intake in Municipal services.

2.146. *Public Undertakings*.—No information has been received from the State Government regarding the representation of Scheduled Castes in Public Undertakings working in the Union Territory.

2.147. *Observations and Recommendations*:

(i) *There should be some effective machinery to check the observance of reservation orders of various Departments. An employment cell*[63] *may be established.*

(ii) *Periodical returns should be prescribed.*

(iii) *Percentage of reservation for Scheduled Castes in posts and services under the Administration should be raised so as to be in accordance with the percentage of Scheduled Caste population to the total population of Union Territory according to* 1961 *census.*

(iv) *Special steps should be taken to increase the intake of Scheduled Castes in the services and posts under the Local Bodies.*

(v) *Training facilities should be provided to Scheduled Caste candidates by the Directorate of Employment and Training so as to enable them to fill in the reserved posts.*

GUJARAT

In the State of Gujarat, the S.C. population form 6.6% of the total population, according to the 1961 census.

Recruitment of the S.C. in Government Services in the State

The Government of Gujarat has directed that the following minimum percentage of

[63] Please see paras 2.158 to 2.160.

vacancies in the various services and posts under it should be reserved for members of the Backward Classes.

Name of Services	Percentage of vacancies to be reserved
(A) *Old Bombay*	
(1) All Class I and II services and posts thereunder	12½%
(2) Class III Services	
(*i*) Scheduled Castes	6%
(*ii*) Scheduled Tribes	7%
(*iii*) Other Backward Classes	9%
(B) *Saurashtra*	
Vacancies advertised through Public Service Commission.	
Class I, II and III Services	
(1) Scheduled Castes	5%
(2) Scheduled Tribes	(For each category of services)
All other vacancies:	
Class I, II and III Services	
(1) Scheduled Castes	10%
(2) Scheduled Tribes	(For each category of services)
(3) Other Backward Classes	Nil
Class IV Services	
(1) Scheduled Castes	6¼%
(2) Scheduled Tribes	6¼%
(3) Other Backward Classes	6¼%
(C) *Kutch*	
(1) Scheduled Castes	12½%
	(For each category of services for vacancies filled in by open competition 16⅔)
	(For each category of services for vacancies filled in otherwise than by open competition
(2) Scheduled Tribes	5%

The State Government have also directed that:

(i) These percentages represent the minimum number of vacancies to be filled by appointment of the Backward Classes and it has been made clear that it is open to appointing authorities to recruit Backward Classes in excess of these percentage if they are otherwise considered suitable for such appointment.

(ii) If candidates belonging to a particular section of Backward Classes (say Scheduled Tribes) are not available, the recruitment can be made by appointing candidates belonging to other Scheduled Castes or other Backward Classes. These vacancies should, however, be carried forward and added to the vacancies reserved for the section in question (*i.e.* the section for which they were initially reserved) on the next occasion when vacancies are filled.

(iii) Similar orders of percentages of vacancies have been prescribed for recruitment of Backward Classes in the services of the local bodies and institution in receipt of Government Grant-in-aid.

(iv) It is the intention of Government that Backward Class candidates should be given the benefit of first preference and that appointing authorities should as far as possible make the first available vacancies to the Backward Class candidates and fill the subsequent vacancies by appointing others.

(v) In order to watch whether the Government orders regarding reservation of vacancies are being followed scrupulously, all the Heads of Department, in the general administration department are to send the Director of Social Welfare, Gujarat State, Admedabad, annual recruitment returns.

(vi) *Retrenchment.*—The Government of Gujarat has directed that when any retrenchment is effected Backward Class candidates already in services should not be retrenched though they may be liable to retrenchment according to the seniority provided their strength in the Class III or Class IV cadre of any particular office or Department does not exceed the percentage of reservations prescribed in Government Resolution, Political and Services Department, No. 490/46, dated 1-11-1950 as modified by Government Resolution, Labour and Social Welfare Department, No. BEC-1058-D dated 14-2-1959. In their place equal number of others may be retrenched subject to proviso that as between a permanent or a temporary Government servant, the temporary Government Servant should be retrenched irrespective

of the fact that he belongs to the Backward Class.

(vii) While filling up the vacancies reserved for Backward Classes in Government Offices in Districts, preference is to be given to the members of the Backward Class retrenched or to be retrenched from the Civil Supplies Department before maintaining the lists of Backward Class candidates from the Social Welfare Department.

Other Concessions

1. The State Government have also directed that the minimum age-limit prescribed for appointment to Class III and IV services and posts thereunder should be relaxed by 5 years in favour of Backward Class candidates. They are also given partial exemption from payment of application fees and examination fees for recruitment purposes through Gujarat Public Service Commission.

2. It is laid down in the Government Resolution, General Administration Department No. Exm. 1063-A. dated 21-2-1963 that in passing Departmental Examinations where the number of chances allowed for passing a Departmental Examination has been prescribed, persons belonging to these Backward Classes should be given one chance more. If normally a Government servant is required to pass a Departmental Examination within a prescribed period of say 2 years from a particular date persons belonging to Backward Classes should be allowed 3 years' period from the same date.

3. For the recruitment in clerical cadre the State Government have directed the appointing authorities not to insist for the typing test for Backward Classes candidates if the minimum qualification does not require it.

4. The Government has also laid down that the knowledge of typing qualification is not to be insisted on in case of Backward Class candidates for recruitment to purely clerical posts. It has been the accepted policy of the Government of Gujarat to adopt all possible measures for uplift of Backward Classes and in pursuance of that policy the State Government has reserved certain percentages of vacancies occurring in the various services under it in favour of them. The Government has, therefore, directed that qualifications which are not prescribed as essential should not be insisted upon in their case.

Travelling Allowance

When qualified Scheduled Caste candidates are called for interview for appointment to various non-gazetted advertised posts under the State Government, recruitment to which is made departmentally, the recruiting authority may allow such candidates single 3rd class Railway fare chargeable by Passenger train by the shortest route from the Railway Station nearest to their normal place of residence or from which they actually performed the journey, and back to the same station, provided the distance travelled by rail each way exceeds fifty miles. However, in the case of candidates for a non-gazetted post, the incumbent of which is not transferable to any place outside the same district, T.A. will be given only for the journey undertaken by a person ordinarily resident within that district, from the place of his residence and back.

The travelling allowance is also admissible in cases where the Scheduled Caste candidates are called for a written test on the basis of which appointment to such Class III and IV posts are made.

Fee Concession

The candidates belonging to Backward Classes in Gujarat State are also given partial exemption from payment of application fees and examination fees for recruitment purposes through the Gujarat Public Service Commission.

Study Leave Concession

In order to enable the Scheduled Caste Government employees to avail of the training facilities provided by the Scheduled Castes and Scheduled Tribes Pre-examination Training Centres at Allahabad and Tamil Nadu for I.A.S. etc., the State Government have since decided that these persons should be granted leave, earned leave etc., as may be due to them under normal rules including extraordinary leave. Individual cases in which leave due including extraordinary leave is not sufficient to cover the period of training are also considered by the Government for relaxation of the limit of extraordinary leave up to period of leave required for training.

Concessions in the matter of promotion

The Scheduled Castes do not enjoy any special consideration in the matter of pro-

motion from one cadre to another as laid down in Government of Gujarat Resolution, Political and Services Department No. 4099/34, were however, directed that promotions should *not be denied to Government* servants belonging to the Scheduled Castes unless they are considered definitely unfit for promotion or unless their promotion has been ordered in any case or cases by competent authority to be withheld as a measure of punishment.

Carry-forward rule

The carry-forward rule is made applicable in the State to ensure increased representation of the Scheduled Castes in the State Services. The State Government has since directed all Government Offices that if a sufficient number of suitable candidates eligible for reserved vacancies is not available from the appropriate classes on any occasion of recruitment such vacancies may be treated as unreserved vacancies and filled accordingly but the same number of vacancies to be reserved, shall be carried forward for the next two subsequent occasions of recruitment. However, on no such occasions, shall the aggregate number of normal reserved vacancies and the 'carried forward' reserved vacancies together exceed 45% of the total number of vacancies to be filled. Nevertheless, if there be only two vacancies one of them may be treated as reserved vacancy, if there be only one vacancy it shall be treated as unreserved.

The allocation of the carried forward vacancies within this limit among the Scheduled Caste/Scheduled Tribe candidates shall be in proportion to the total 'carry forward' reserved vacancies of the two classes. The surplus above 45% shall be carried forward to the subsequent occasions of recruitment subject to the condition that the particular vacancies carried forward do not become time barred due to their being carried forward even for more than two years.

Methods of Recruitment

At present following methods of recruitment are in practice in the Gujarat State in general for all :

(a) All Gazetted posts are filled in through the Gujarat Public Service Commission.

(b) All Class III posts of Sachivalaya services and Heads of Departments are, within the purview of the Public Service Commission and, therefore, are filled in through Public Service Commission.

(c) In the districts, all the clerical posts are filled in accordance with the procedure laid down under Central Recruitment scheme. Under this scheme, District Selection Committees are formed under the Chairmanship of the Collector in each district. The Committee prepares provisional lists of successful candidates after taking oral and written test and submit the same to the Central Recruitment Committee. The Central Committee approves the list and thereafter the final list is prepared by the District Committee. All the vacancies occurring in the district are filled in, out of the candidates of the final list by the Collector. In order to safeguard the interest of Backward Classes candidates, the Government have appointed the Director of Backward Classes Welfare as one of the members of the Central Recruitment Committee. Similarly the Backward Classes Welfare Officers are appointed as members of the Committee.

(d) All non-gazetted posts coming under the purview of the Panchayat services are filled in through Gujarat Panchayats Service Selection Board.

With a view to facilitate the Backward Classes candidates in securing employment, the Backward Classes Welfare Officers have been empowered to register their names on par with employment exchanges.

Regarding recruitment and appointment to the posts in Gujarat Civil Services Class I and II (Deputy Collectors and Mamlatdars), these posts are filled in either by direct recruitment through a competitive examination held by the Public Service Commission or by the Departmental promotees, selected in consultation with the State Public Service Commission on the basis of their seniority and merits.

Actual Representation

During the discussions with the State Government Officials both at the State level and the district level, the Committee made special efforts to find out the exact position regarding actual representation of the Scheduled Castes in the services. The Committee is very much pained to mention that in spite of the concessions prescribed for the S.C.

the quota of reservation prescribed has not been fulfilled. The Committee requested the State Government to furnish statistics of employment in the various departments so that the extent of deficiency could be known but the same is still awaited. However, the information relating to the percentage maintained in Government service as mentioned by the State Government in their Memorandum submitted to Committee is as under:—

Sl. No.	Class	Total No.	No. of Sch. Castes
1	2	3	4
1.	I	601	1(0·16)
2.	II	2,041	29(1·42)
3.	III	60,433	3,040(4·03)
4.	IV	13,075	2,690(20·57)

The information which relates to the period up to 25th January, 1967, was collected from ninety nine recruiting authorities of the State.

It will be seen from the above that the *representation of S.C. in Class II & III is* miserably low. The Committee strongly recommends that the State Government must ensure that the prescribed percentage of reservation is maintained.

The Government of Gujarat have also furnished information regarding the actual representation of the Sch. Castes in 61 Departments of the State Governments which relates to the period for 1960 to 1964 is given below:

Table showing the actual representation of Sch. Castes in State Services during the years 1960-1964

Sl. No.	Year to which information pertains	Class I			Class II			Class III			Class IV		
		Total strength	No. of Sch. Castes	%	Total strength	No. of Sch. Castes	%	Total strength	No. of Sch. Castes	%	Total strength	No. of Sch. Castes	%
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Permanent													
1.	1960	164	..		602	9		15,018	626		3,735	763	
2.	1961	195	..		623	12		16,555	767		43,750		
3.	1962	201	..		647	40		14,043	861		4,493	895	
4.	1963	207	..		669	5		15,177	815		3,727	827	
5.	1964	248	..		696	7		15,611	851		3,745	816	
Temporary													
1.	1960	113	..		514	6		10,782	900		4,408	1,144	
2.	1961	133	1		624	5		14,690	1,061		5,771	1,123	
3.	1962	151	1		624	4		11,777	865		4,204	1,221	
4.	1963	168	1		641	17		8,838	751		4,022	1,087	
5.	1964	177	2		619	18		11,368	898		4,202	1,196	

The above information very clearly indicates that the Scheduled Castes are not adequately represented in the State Services. In Class I permanent as well as temporary services, the intake of S.C. is distressingly low. The percentage varies between 1·1 and 3.4 for permanent and 1.9 and 3.2 for temporary services. In Class III the percentage of representation varies between 3.6 and 5.7 in permanent and 8.1 and 9.2 in temporary services. The position in Class IV is satisfactory in both permanent and temporary services.

Representation of Scheduled Castes in Zila Parishad, Zila Panchayats etc.

Under Section 203 of the Gujarat Panchayats Act, 1961, a Panchayat service has been constituted which covers all posts under the District Panchayats *i.e.* Zila Parishad, Taluk Panchayat Samities and Gram/Nagar Panchayats *i.e.* Village Panchayats. In this panchayat service 6 per cent of the posts are reserved for Scheduled Castes in Class III and 7% in Class IV. The panchayat service also grants all other concessions as extended by the State Government to Sch. Castes in the matter of recruitment to posts and services.

Public Sector Undertakings

Out of the 9 public sector undertakings in the State information has been received from 7 undertakings which is given below:

Name of Public Undertakings	Class I		Class II		Class III		Class IV		Sweepers (Part time)		Remarks if any
	Total including S.C.	Sch. Castes	Total including S.C.	Sch. Castes	Total including S.C.	Sch. Castes	Total including S.Cs.	Sch. Castes	Total including S.Cs.	Sch. Castes	
1	2	3	4	5	6	7	8	9	10	11	12
1962-63											
1. Gujarat Fertilizer Company . . .	2	..	1	..	14	..	1	1	1	..	No reservation for S.Cs.
1963-64 . . .	6	..	6	..	25	1	1	1	1	1	Do.
1964-65 . . .	18	..	25	..	65	8	10	4	2	2	Do.
1965-66 . . .	23	..	57	..	128	3	20	7	5	5	Do.
TOTAL . .	49	..	89	..	232	12	32	13	9	9	
2. Gujarat State Transport Corp. . .	25	..	120	..	7,101	159	6,576	393	..	..	No reservation.
1963-64 . .	25	..	119	..	7,397	178	7,225	458	..	..	No reservation for S.Cs. and figures are for the Calander year.
1964-65 . . .	31	..	133	..	8,292	207	7,849	507	..	..	Do.
1965-66 . . .	35	..	145	..	8,680	222	8,275	523	..	..	Do.
TOTAL . .	116	..	517	..	31,470	766	29,925	1,881	..	..	
3. Gujarat State Ware housing Corporation.											
1962-63 . . .	1	..	1	..	24	..	37	2	..	..	No reservation for S.Cs.
1963-64 . . .	1	..	1	..	46	3	50	4	..	..	Do.
1964-65 . . .	1	..	2	..	47	3	29	4	..	..	Do.
1965-66 . . .	1	..	3	..	48	3	29	4	..	..	Do.
TOTAL . .	4	..	7	..	165	9	145	14	..	..	

1	2	3	4	5	6	7	8	9	10	11	12
1. Gujarat Industrial Development Corporation											
1962-63 . . .	1	...	1	...	8	...	2	..	...	...	
1963-64 . .	2	...	1	...	16	...	5	...	...	...	
1964-65 . . .	2	...	4	...	39	...	10	2	..	...	
1965-66 . . .	3	...	10	...	59	...	26	3	..	...	
TOTAL .	8	...	16	...	122	...	43	5	..	...	
2. Gujarat Housing Board											
1962-63 . . .	6	...	18	...	253	19	65	31	102	...	
1963-64 . . .	7	...	20	...	258	24	66	23	103	...	
1964-65 . . .	8	...	26	...	308	24	80	34	120	...	
1965-66 . . .	9	...	26	...	290	28	75	32	127	...	
TOTAL .	30	...	90	..	1,109	95	286	129	452	...	
3. Gujarat Electricity Board											
1962-63 . . .	306	...	316	2	2,240	88	2,064	249	49	39	The Board has not fixed any % for recruitment of candidate of S. Cs. However other things being equal preference is given to the candidates belonging to S.Cs.
1963-64 . . .	416	1	433	1	2,642	104	2,420	346	63	48	...
1964-65 . . .	522	...	529	5	2,799	150	2,847	455	63	48	
1965-66 . . .	625	12	682	6	3,213	261	2,932	743	69	74	
TOTAL .	1,869	13	1,960	14	10,894	603	10,263	1,793	271	209	
4. Gujarat Mineral Development Corp.,											
1962-63 . .	1	..	..	..	1	..	1	..	...	...	The posts are under the category junior or senior and Subordinate which has been started as per scale in the representative Class.
1964-65 . . .	1	...	1	...	12	..	2	...	..	...	Do.
1965-66 . . .	1	..	...	...	21	..	3	...	..	...	..
TOTAL . .	3	...	1	...	34	..	6	..	..	...	

The State Government further informed that reservation orders are not applicable to the undertakings who have furnished the above information. It will be seen from the above that the representation of Sch. Castes in Class I & II is nil in all the undertakings, except the Gujarat State Electricity Board, where out of 625 and 682 Class I & II, employees during 1965-66, there were only 12 and 6 Scheduled Castes respectively.

The High Court have furnished the figures of actual representation of Scheduled Castes in posts and services under it as also under the various courts subordinate to it which is given below:

Table showing the representation of Scheduled Castes vis-a-vis *total number of employees in the High Court services for the year* 1963-64 *to* 1965-66

Year to which the information pertains	Class I			Class II			Class III			Class IV		
	Total including S.Cs.	S. Cs.	%	Total including S.Cs.	S.Cs.	%	Total including S.Cs.	S.Cs.	%	Total including S.Cs.	S.Cs.	%
1	2	3	4	5	6	7	8	9	10	11	12	13
1963-64 .	5	..		3	..		121	8		75	17	
1964-65 .	5	..		3	..		132	8		68	11	
1965-66 .	5	..		3	..		133	9		81	13	

Table showing the representation of Scheduled Castes in the various District Courts of Gujarat for the years 1963-64 to 1965-66.

Name of District Court	1963-64 Classes								1964-65 Classes								1965-66 Classes							
	I		II		III		IV		I		II		III		IV		I		II		III		IV	
	Total	S C	Total	S C	Total	S C	Total	S C	Total	S C	Total	S C	Total	S C	Total	S C	Total	S C	Total	S C	Total	S C	Total	S C
Ahmedabad	2	..	15	1	204	27	67	8	2	..	6	..	200	24	61	8	2	..	12	..	201	24	62	7
Amreli	2	..	5	..	87	7	30	4	2	..	5	..	87	6	28	4	2	..	5	..	87	26	28	4
Banash Kantha	2	..	4	..	104	4	38	4	2	..	5	..	108	5	37	5	2	..	5	..	102	5	37	5
Baroda	5	..	13	..	212	9	72	4	6	..	15	..	207	9	74	9	6	..	15	..	216	13	75	10
Bhavnagar	1	..	11	..	138	3	47	5	1	..	13	..	144	5	51	5	2	..	11	..	145	6	49	6
Broach	2	..	6	..	118	5	33	1	2	..	6	..	122	6	34	1	2	..	6	..	130	87	38	2
Jamnagar	2	..	10	..	109	3	39	2	2	..	7	..	109	3	38	1	1	..	9	1	111	5	38	1
Junagadh	3	..	11	..	167	6	52	1	3	..	12	..	167	7	52	..	3	..	12	..	167	7	52	..
Kaira	1	..	20	..	267	19	90	1	71	..	20	..	267	19	90	17	1	..	20	..	248	21	*	14
Kutch	3	..	7	..	141	1	43	1	2	..	7	..	138	..	41	1	2	..	7	..	138	..	41	1
Mehsana	3	..	13	..	211	19	59	5	3	..	12	..	208	19	57	5	2	..	11	..	208	19	57	5
Panch Mahals	3	..	9	..	127	13	43	2	3	..	8	..	127	13	43	2	3	..	9	..	127	13	43	5
Rajkot	3	..	12	..	176	3	57	5	4	..	12	..	180	3	61	5	4	..	15	..	182	4	63	5
Surat	5	..	16	..	242	9	90	8	4	..	14	..	164	7	59	4	6	..	16	..	158	8	60	5
Surendra Nagar	2	..	7	..	118	6	34	..	2	..	8	1	118	6	36	..	2	..	8	..	118	6	34	..
City Civil Court Ahmedabad	9	..	2	..	96	4	34	2	9	..	2	..	96	3	34	2	10	..	1	..	99	4	36	2
Chief Judge Small Causes, Ahmedabad	4	..	..	..	14	5	6	..	6	..	..	..	10	5	4	..	6	..	..	..	15	8	7	1
Chief City Magistrate Ahmedabad	9	..	3	..	52	1	26	3	..	..	..	..	58	2	27	3	11	..	1	..	612	30		3
Bulsar	1	..	8	..	106	3	42	3	1	..	8	..	106	3	42	3	1	..	8	..	106	3	42	3

The above information reveals that the representation of the Scheduled Castes in the High Court is nil in Classes I and II. In the case of the district Courts excepting one post in Class II in the Jamnagar Court there is Scheduled Caste person in Classes I and II. The representation in Classes III & IV is also not very satisfactory.

Reasons for the short fall and measures to improve the position

The State Government have admitted that the quota of reservation prescribed for the Scheduled Castes is not fully covered. The main reason of this slow intake of Scheduled Castes in Government service as pointed out by them is the general educational standard of the Scheduled Castes which has not yet reached the desired level.

The Backward Classes welfare Department has been entrusted with the job to see to the enforcement of complete intake of Scheduled Castes etc. without giving them any separate machinery. It may be mentioned that this Department is already understaffed. The Committee has also observed that the lack of any special effort on the part of appointing authorities to carry out Government instructions in respect of recruitment of the Scheduled Caste candidates has further aggrivated the position.

Another main point which came to the lime-light during the discussions with representatives of the Government and the Public was that while notifying the vacancies to the Public Service Commission or to the Employment Exchanges, the Employers *i.e.* the Department Heads generally do not indicate specifically the number of posts reserved for the Scheduled Castes. Under the Act, notification of vacancies is compulsory on the requisition form prescribed.

The District Employment Officer, Sabarkantha and Baroda Districts informed the Committee that the State Government Officers do not give any details in their requisition forms about the reservation of vacancies for Scheduled Castes with the result that the Employment Exchanges fail to know whether a particular post is reserved or general.

In the Gujarat State, the procedure of maintaining a 'communal roster' is not adopted as is done by the Central Government Offices and Departments. As a result, the particular vacancies cannot be earmarked for the Scheduled Caste candidates as per their reservation quota. This gives a scope to the Appointing authorities to fill in a vacant post from non-Scheduled Caste candidates in cases when the Scheduled Caste candidates are not available.

The Committee, therefore, suggests that unless a 'communal roster' on the lines of the Central Government is maintained, it may not be possible to adhere to the carry-forward principle. This point was also discussed with the Minister-in-charge of Social Welfare who promised to consider this point.

Public Service Commission

During visit to Ahmedabad, the Committee met the Gujarat Public Service Commission and discussed the question of shortfall of representation of the Scheduled Castes in the services. The Chairman of the Commission informed the Committee that there is no separate reservation in the State for the Scheduled Castes and Scheduled Tribes and other Backward Classes, so often Commission has to get clarification from the Government about the question of reservation. In some requisitions sent to the Commission for recruitment to the various posts, the Departments indicate the number of posts to be reserved for Backward Classes candidates, if suitable candidates are available. In the case of requisition where no such reservation is indicated the requisition usually mentioned that other things being equal, candidates belonging to Backward Classes will be given preference.

It was also learnt that a large number of S.C.C. pass Scheduled Castes are there on the live Registers of various Employment Exchanges of the State. The table below shows the number of the Scheduled Castes candidates who are on the live Register of various Employment Exchanges in the State :

Number of Scheduled Castes Applicants on the Live Register of the State as on 31st Dec., 1966 according to educational qualifications.

Category	Total	Persons possessing Master Degree or a Higher Degree	Graduates	Matric	Non-Matric
1	2	3	4	5	6
Doctors	..	..	..	..	..
Engineers	8	..	5	3	..
Typists	164	..	..	164	..
Stenographer	1	..	..	..	..
Asst/Clerks	1,246	2	66	1,114	64
Teachers	74	11	..	20	43
Craftsman & Production process workers. Unskilled Office workers	2,782	..	2	233	2,547
Unskilled labourers other than office workers.	2,654	..	..	..	2,654
Others	5,194	6	69	1,079	4,040
TOTAL	12,577	19	142	2,643	9,773

It will be seen from the above that there were 19 post-graduates, 2643 Matrics and 9773 non-Matrics available for employment with the employment exchanges at the end of December, 1966.

According to the Commission, the paucity of suitable qualified candidates in respect of the posts falling within its purview is the reason for the short fall in the representation of the Scheduled Castes in the services. In respect of posts requiring technical qualifications and/or specialised experience the response from Backward Classes candidates was poor. While in respect of posts requiring non-technical qualifications the response was good. In a number of such cases the Commission were able to recommend more candidates than the vacancies reserved for them. The Chairman of the Commission was of the view that to increase the intake of the Scheduled Castes in services, it would be desirable to provide them coaching for appearing in the competitive examinations and interviews.

The Chairman of the Commission and the other members were of the view that Scheduled Castes candidates have secured the lowest number of posts out of the combined reservation for 3 categories of communities. The Committee therefore, feels that the State Government should issue necessary instructions for separate reservation of the S.C. so that they may get due share of representation in services.

Steps taken to ensure that qualified candidates are available

Of the various measures taken by the Gujarat Government to ensure that the qualified S.C. candidates are available for appointment against reserved vacancies the following were specially pointed out:

(a) The State Government have directed all the appointing authorities to obtain lists of qualified scheduled caste candidates from the office of the Social Welfare Officers as and when vacancies arise.

(b) The Social Welfare Officers are authorised to register the names of Backward Classes candidates including the S.C. in their offices for purposes of recruitment.

(c) In the draft Fourth Plan, a scheme to start typing classes for Backward Classes candidates to enable them to qualify for recruitment to the posts of clerks and typist, has been included.

Observations and Recommendations

Under the 'Carry-forward' rule the State Government have since directed that if a

sufficient number of suitable candidates eligible for reserved vacancies are not available from the appropriate classes of any occasion of recruitment, such vacancies may be treated as unreserved vacancies and filled accordingly but the same number of vacancies shall be carried forward for the next two subsequent occasions of recruitment. The Committee feels that the reserved vacancies should not in any case be 'carried forward' beyond the occasion next to the one on which they were first considered. The Committee, therefore recommends that all possible attempts should, therefore, be made by the appointing authorities to make up the deficiency on the occasion of the recruitment or the occasion next to the one of which they were first considered.

The State Government may also open some pre-examination coaching centres to prepare S.C. candidates for the competitive examinations and interviews to be held by the State Public Service Commission.

The Committee, during its tour observed that the State Government has not so far made an attempt to assess the actual representation of the Scheduled Castes and examine the programme in the recruitment of them. It is, therefore, felt that the State Government should appoint a high power Committee on the lines of the high power committee recently appointed at the centre to examine fully the programme in the recruitment of the S.C. and take necessary steps to ensure the adequate representation of S.C. not only in Government Service but also in semi-Government and Public Undertakings.

A booklet should be published indicating all the circulars issued by the State Government for reservation of posts for S.C.

An employment cell should be established to verify adherence to instructions and orders issued regarding reservation of vacancies for scheduled castes by Government, Semi-Government and Public Undertakings.

The State Government should direct Government and Semi-Government employers to indicate clearly the seats reserved for Scheduled Castes while notifying the vacancies to the Employment Exchanges.

The State Director of Employment and Training should start centres at suitable places in the state for S.C. applicants on the live register in the various Employment Exchanges for training in trades like typing, stenography, accountancy, motor driving etc., to make the candidates acceptable to various public and private employers.

The procedure for maintaining the Communal roaster should be adopted on the lines of Central Government which gives ample scope for the appointing authorities to fill in the vacant posts from non-scheduled castes even when the posts should normally go to S.C. so that the vacancies reserved for S.C. are not filled up by non-S.C.

Haryana State

The State of Haryana came into existence with effect from 1st November, 1966. Before that it was a part of the composite State of Punjab Scheduled Castes in the State number 1364139 (18%) of the total population of the State.

Reservation in services under the State Government

Orders exist for reservation of 22% of posts and services under the State Government for the Scheduled Castes and Backward Classes and 50% in the recruitment of constables. The Scheduled Castes are also given age concession upto 5 years for recruitment to Government services apart from admission fee concession.

Statistical information in respect of the representation of Scheduled Castes in different categories of employees has not been furnished by the State Government. However the Block Development and Panchayat Officer, Mahindragarh has furnished information in respect of his office which is given in the table below:—

Grade	No. of posts	Sch. Castes
In Govt. Service		
Class I	..	..
Class II	1	..
Class III	14	3
Class IV	2	..
In Semi Govt. and Local Bodies		
Class I	..	..
Class II	..	..
Class III	4	1
Class IV	1	..

Though we cannot make any correct assessment of the above information but we can say that the position is not altogether satisfactory.

The Committee recommends that a separate percentage should be fixed for **Scheduled Castes.**

(a) According to their population and a survey should be made about the representation of Scheduled Castes in Cass I, II, III & IV.

(b) There should be a Y in all Semi-Government bodies and local bodies for Scheduled Castes.

RAJASTHAN

The Scheduled Castes form 16.62% of the total population of the State. The State Government has prescribed reservation of 12½% of vacancies in all State, Subordinate and ministerial services and 15% in Class IV services for the Scheduled Castes and Scheduled Tribes. No separate reservation has been made for Scheduled Castes. With a view to increase their intake in services the State Government has given the following other concessions :—

(i) The maximum age limit prescribed for direct recruitment to various services and posts has been raised by 5 years in case of candidates belonging to Scheduled Castes and Scheduled Tribes.

(ii) The unfilled reserved vacancies are carried forward for a period of two years.

(iii) When Scheduled Castes and Scheduled Tribe candidates are called for interview in connection with their advertised posts the recruiting authority can allow such candidates single third-class fare chargeable by passenger train by the shortest possible route from the Railway Station nearest to the normal place of residence or from where they actually perform the journey whichever is nearer to the place of interview and back to the station, provided the distance travelled by each train exceeds 50 miles.

(iv) Instructions have been issued to all the heads of departments that the applications of the Scheduled Castes and Scheduled Tribe candidates should be forwarded for higher posts provided they possess the minimum qualifications prescribed for the posts.

(v) Scheduled Castes and Scheduled Tribe candidates who are permanent employees of the Government or have put in three years continuous service and or not more than 45 years of age, are allowed to take study leave.

Actual Representation.—We requested the State Government to furnish figures of actual representation of Scheduled Castes in the State services. Despite several reminders spread over a period of 2 years it is not possible for the State Government to give us the required information. However, we have received information from the Appointment (A.V.) Department of the Government of Rajasthan for a period of three years which is given below :—

Table showing the representation of Scheduled Castes in the posts and services under the Appointments (A.V.) Department during the year 1962 *to* 1965.

Year	Class I		Class II		Class III		Class IV (other than sweepers & scavengers)	
	Total incl. S.C.	S.C.	Total incl. S.C.	S.C.	Total incl. S.C.	S.C.	Total incl. S.C.	S.C.
1962-63 .	52	4	577	77	271	57	024	314
1963-64 .	126	10	1,381	200	200	47	502	251
1964-65 .	377	12	1,067	787	611	385	1,281	1,022

It will be observed from the above that percentage of Scheduled Castes in the gazetted posts during the years 1962 to 1963 and 1963 to 1964 was 6% and 8% respectively. Since we do not have the complete statistics it is not possible for us to say whether these figures supplied to the Committee represent the real conditions prevailing in State services.

However, the very fact that the State Government have failed to furnish the information which it is expected to maintain (having prescribed annual returns) shows that the returns are not being properly scrutinised and consolidated information maintained. We would strongly recommend that the State Government should take urgent steps to appoint a machinery to scrutinise these returns and keep up-to-date information which can help it to know whether or not its own orders issued from time to time are being implemented by the appointing authorities.

Public Service Commission.—There are two members in the Public Service Commission but none of them belongs to Scheduled Caste.

Representation of Scheduled Castes in High Court and other subordinate courts.—The Registrar of the Rajasthan High Court informed the Committee that the same reservation orders as are applicable to the other State services are followed for appointments in the posts and services under the High Court. Other concessions which are being given to the Scheduled Castes for appointments to the other State Services are given by the High Court as well. Figures of actual representation of Scheduled Castes in the posts and services under the subordinate courts during the year 1965-66 as received from the Registrar are given below:

Table showing the representation of Scheduled Castes in High Court and other subordinate courts as on 31st March 1966.

Judgeship	Class I		Class II		Class III		Class IV other than sweepers & scavengers	
	Total incl. S.C.	S.C.	Total incl. S.C.	S.C.	Total incl. S.C.	S.C.	Total incl. S.C.	S.C.
1	2	3	4	5	6	7	8	9
Permanent								
Ajmer	14	Nil	Nil	Nil	78	Nil	07	5
Alwar	9	1	Nil	Nil	46	Nil	60	1
Balotra	8	Nil	Nil	Nil	52	1	03	3
Bharatpur	17	Nil	Nil	Nil	85	Nil	05	Nil
Bhilwara	5	Nil	Nil	Nil	32	Nil	43	3
Bikaner	6	Nil	Nil	Nil	35	1	31	1
Ganganagar	8	Nil	Nil	Nil	52	Nil	46	Nil
Jaipur City	17	Nil	Nil	Nil	56	1	72	3
Jaipur District	13	Nil	Nil	Nil	70	Nil	102	Nil
Jhunjhunu	7	Nil	Nil	Nil	51	3	56	3
Jodhpur	11	Nil	Nil	Nil	50	2	71	2
Kotah	17	Nil	Nil	Nil	84	1	101	9
Mertha	7	Nil	Nil	Nil	48	1	72	4
Pali	11	Nil	Nil	Nil	62	Nil	101	1
Partapgarh	9	Nil	Nil	Nil	64	Nil	75	2
Udaipur	10	Nil	Nil	Nil	73	2	87	7
TOTAL	169	1	Nil	Nil	947	12	1,202	44

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1	2	3	4	5	6	7	8	9
Temporary								
Ajmer	Nil	Nil	Nil	Nil	9	1	1	Nil
Alwar	Nil	Nil	Nil	Nil	10	Nil	9	Nil
Balotra	Nil	Nil	Nil	Nil	1	Nil	Nil	Nil
Bharatpur	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Bhilwar	Nil	Nil	Nil	Nil	5	Nil	3	2
Bikaner	Nil	Nil	Nil	Nil	2	Nil	7	2
Ganganagar	Nil	Nil	Nil	Nil	Nil	Nil	Nil	2
Jaipur City	Nil	Nil	Nil	Nil	34	Nil	16	1
Jaipur Distt.	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Jhunjhunu	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Jodhpur	1	Nil	Nil	Nil	8	Nil	9	Nil
Kotah	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Mertha	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Pali	Nil	Nil	Nil	Nil	1	Nil	Nil	1
Partapgarh	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Udaipur	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
TOTAL	1	Nil	Nil	Nil	70	3	45	7

It will be seen from the above that there was only one Scheduled Caste employee on the permanent establishment out of the total number of 169 Class I employees. The number of Scheduled Caste employees in Class III and IV permanent establishment was 12 and 14 out of the total 947 and 1202 employees respectively. The position with regard to the representation of Scheduled Castes is equally unsatisfactory in the temporary establishment.

Representation of Scheduled Castes in services under the Panchayat Samitis and Zila Parishads

The Rajasthan Samitis and Zila Prishads Services Rules 1960 provide for reservation for the Scheduled Castes and Scheduled Tribes in the posts and services under the Panchayats, Panchayat Samitis and Zila Prishads on the lines of reservation made in the other State services. Figures of actual representation of Scheduled Castes have not been furnished.

Representation of Scheduled Castes in Khadi and Village Industries Board

The Rajasthan Khadi and Village Industries Board informed the Committee that the same reservation orders as prescribed for other State services are applicable. It was further learnt that out of the 236 persons employed by the Board 30 belong to Scheduled Castes which come to 13%.

Role of Employment Exchanges

The Director of Employment, Government of Rajasthan, have furnished the following information regarding the vacancies notified to the Employment Exchanges, vacancies reserved for Scheduled Castes and number of vacancies actually filled in from persons belonging to these communities:

Table showing the registration and placement of Scheduled Castes during the years 1961—65.

Year	No. of candidates registered		Vacancies notified to the Exchanges							
	General	S.C.	General				Sch. Castes			
			Central	State	Semi	Others	Central	State	Semi	Others
1	2	3	4	5	6	7	8	9	10	11
1961	124,093	8,612	4,570	15,247	6,340	1,027	186	138	29	..
1962	122,765	12,092	3,577	13,792	5,911	1,037	171	213	52	..
1963	122,172	11,751	7,981	12,868	4,322	2,028	125	164	..	..
1964	134,509	11,184	3,485	16,507	6,194	2,623	138	110	51	..
1965	132,834	12,322	3,594	14,162	5,666	2,402	119	215	49	..

Year	No. of Vacancies actually filled — No. of vacancies actually filled during the years 1961—1965							
	General				Scheduled Castes			
	Central	State	Semi	Others	Central	State	Semi	Others
1961	3,222	11,368	5,041	156	294	574	158	6
1962	2,058	9,744	3,749	322	413	689	216	15
1963	3,976	9,511	2,658	424	682	503	163	13
1964	1,907	12,044	3,933	605	258	655	240	40
1965	2,152	10,034	3,549	572	342	522	192	22

It will be observed from the above table that the employers in the Central Government, State Government and Semi Government have not been making reservation in posts for Scheduled Castes according to the percentage prescribed while notifying the vacancies to the Employment Exchanges.

With a view to know the extent of availability of Scheduled Caste candidates for employment in various posts and services under the State Government as well as under the local bodies, we requested the Director of Employment to furnish the information relating to the number of Scheduled Caste applicants on the live registers of the various employment exchanges in the State of Rajasthan along with their educational qualifications. The information as received from the Director of Employment is given below :—

Table showing the Scheduled Caste applicants according to the Educational qualifications on the live registers of the Employment Exchanges as on 21st December, 1966.

Category	Total	Persons possessing Masters' Degree or a higher degree	Graduates	Matric	Non-Matric
1	2	3	4	5	6
Doctors	..	..	..	..	..
Engineers	4	..	..	4	..
Typists	4	..	..	4	..
Stenographers	..	..	..	..	..
Assistants/Clerks	263	..	6	257	..
Teachers	213	3	4	199	7
Craftsmen & Production Process workers . .	152	..	..	28	124
Unskilled Office workers	1,388	..	..	24	1,364
Unskilled labourers other than office workers	1,489	—	1	85	1,403
Others	3,507	1	18	1,086	2,402
TOTAL	7,020	4	29	1,687	5,300

It will be seen from the above table that 4 post graduates, 20 graduates, 1687 matriculates and 5300 non-matriculates were available for employment with the Employment Exchanges in Rajasthan at the end of December, 1966.

Observations and Recommendations :

(i) At the State level there is no machinery to scrutinise strict observance of the reservation orders issued by the State Government from time to time. We, therefore,

recommend that an employment* cell should be established.

(ii) A handbook should be brought out containing the various orders issued by the State** Government from time to time regarding reservation of posts for Scheduled Castes in the State services and other concessions given to them and make it available to the appointing authorities.

(iii) Reservation of vacancies should be made separately for the Scheduled Castes and Scheduled Tribes.

(iv) There is no scheme for imparting training to Scheduled Caste persons to enable them to qualify in the competitive examinations which are held for entry into the various State Services. It is, therefore, recommended that a pre-examination coaching centre† for Scheduled Caste students to appear in the various competitive examinations should be started.

(v) The State Director of Employment should start centres at suitable places in the State for Scheduled Caste applicants on the live registers of the various employment exchanges for training in trades like typing, stenography, accountancy, motor driving, etc., etc., to make the candidates acceptable to the various private and public sectors‡.

(vi) It was not clear to the Committee whether or not fee concession is being given to the Scheduled Castes. In case it is not being given this concession should also be extended to the Scheduled Castes.

(vii) The State Government should issue instructions to all the heads of the departments to indicate clearly the posts reserved for Scheduled Castes when notifying the vacancies to the Employment Exchanges.

(viii) Strenuous efforts should be made to increase the intake of the Scheduled Castes in the posts under the control of the High Court.

ASSAM

27. The Scheduled Castes population in Assam, according to 1961 Census is 6.17 per cent of the total population. In January, 1951[15] the State Government issued an order providing reservation of 5 per cent of vacancies for the Scheduled Castes in all the State Services. The question of reservation has been re-examined in 1963 in the light of 1961 Census and it was decided[16] to raise the percentage of reservation from 5 to 7 per cent. Besides, following concessions are given by the State Government to increase the intake of Scheduled Castes in the State services :—

(i) Relaxation is given in the maximum age limit prescribed for appointment to a gazetted service or post by 5 years in case the candidate belongs to Scheduled Caste community.

(ii) Wherever any application fee is prescribed for making an application for any post or service under the State Government, the Scheduled Caste candidates are required to pay half of the normal application fee.

(iii) If a sufficient number of suitable candidates belonging to Scheduled Castes is not available for filling up the reserved vacancies in a particular year, then such vacancies are made available to others but this deficiency in the number of Scheduled Castes is carried forward to the next recruitment year and made good in the recruitment of that year provided that the reservation on account of the deficiency has not been carried forward for more than one year. After the expiry of the second year these reservations are treated as lapsed.

The Committee was informed that there is a Selection Committee at the District level, with D.C. as its Chairman. This being an official committee it does not include any non-official member. Age relaxation of 3 years is given to Scheduled Castes, which varies from post to post. No age relaxation is given in case of technical posts. It was brought to the notice of the Committee that there is no separate machinery to keep a watch over the intake of Scheduled Castes in services.

28. *Actual representation*.—We requested the State Govt. to furnish the figures of

*See para 2.158 and 2.160.

**See para 2.157.

†See para 2.156.

‡See para 2.155.

15. Govt. of Assam O.M. No. AAP.108 /49/16, dated the 25th January, 1951.

16. Govt. of Assam O.M. No. AAP.66/63/482, dated 24-8-63.

actual representation of Scheduled Castes in the posts and services under them for a period of 10 years. The State Govt. has furnished some information only for a period of 7 years which is given below as on 31-3-66.

Sl. No.	Year	Gazetted posts Class I and II			Non-gazetted Class III			Grade IV		
		Total	No. of Sch. Castes	% age of S.C. of total	Total	No. of Sch. Castes	%age S.C.	Total	No. of S.C.	% age of S.C.
1	2	3	4	5	6	7	8	9	10	11
1.	1960*	1,771	80	4·5	28,124	1,208	4·3	25,171	1,300	5·2
2.	1961	2,186	114	5·2	33,032	1,581	4·8	28,940	1,315	4·8
3.	1962	2,389	118	4·9	34,989	1,619	4·6	30,789	1,606	5·3
4.	1963	2,706	140	5·2	37,682	1,806	4·8	32,894	1,711	5·2
5.	1964	2,803	144	5·1	38,261	1,834	4·8	33,171	2,181	6·6
6.	1965	2,879	147	5·1	39,423	2,067	5·2	36,164	2,494	6·9
7.	1966	2,929	143	4·9	40,933	2,110	5·16	39,508	2,841	7·2

It will be seen from the above table that the representation of Sch. Castes is less than the prescribed percentage of reservation almost in all grades of services. However, *we would like to appreciate* the steps taken by the State Government in increasing the representation of Scheduled Castes from 5% to 7%.

29. *State Public Service Commission.*—No information has been received from the Public Service Commission in spite of repeated reminders. *According to the Chairman* of the Commission who was interviewed by the Committee during tour it was understood that in case of interviews Scheduled Caste candidates are given some relaxation in marks. The carry forward rule is followed upto a period of two years and after that the post is dereserved. The Commission is only a selecting authority. One list of the selected candidates is sent indicating that the particular Sch. Caste candidate has come on merit basis. There is no representation of Sch. Castes in the P.S.C.

30. *Representation in services under the High Court and the Subordinate courts.*—The Registrar, High Court of Assam and Nagaland informed that 5 per cent of the posts filled in by direct recruitment are reserved for the Scheduled Castes. As to the actual representation of the Scheduled Castes in the posts and services under the High Court, we were informed that no *recruitment of the Scheduled Castes* has been made during the period 1963-66. The District Judge, Gauhati, informed the Committee that they follow the same percentage of reservation as in case of State services The other concession given to the Sch. Castes for entry into the State services are also given by the District Courts. Figures of *actual representation* of Scheduled Castes in the services under the different Subordinate courts as furnished by the District Judge,

*Coverage incomplete

Gauhati, are given below for the year 1965-66:—

Name of the Court	Class I		Class II		Class III		Class IV	
	Total including S.C.	S.Cs	Total including S.C.	S.Cs	Total including S.C.	S.Cs	Total including S.C.	S.Cs.
1	2	3	4	5	6	7	8	9
Distt. & Sessions Judge L.A.D. Gauhati	1	..	..	..	15	..	25	..
Addl. Dist. & Sess. Judge L.A.D. Gauhati	1	..	..	..	4	..	4	..
Addl. Dist. & Sess. Judge L.A.D. Nowgong	1	..	..	..	3	..	4	..
Sub-Judge, Tezpur	1	..	..	..	4	..	5	..
Sub-Judge, Nowgong	1	..	..	..	4	..	3	..
Sub-Judge L.A.D. at Gauhati (Sri M. M. Rahman)	1	..	..	..	5	..	4	..
Sub-Judge No. 2 L.A.D. at Gauhati (Sri S. N. Sen)	1	..	..	..	2	..	3	..
Munsiff, Mangaldoi	..	..	1	..	4	1	5	1
Munsiff, Barpeta	..	..	1	..	6	..	10	1
Munsiff, Nowgong	..	..	1	..	4	..	7	..
Munsiff, Tezpur	..	..	1	..	6	..	6	..
Munsiff, Nalbari	..	..	1	..	3	..	8	..
Munsiff, Gauhati	..	..	1	..	9	..	5	..
Munsiff, Shillong	..	..	1	..	3	..	4	..
TOTAL	7	..	9	..	72	1	93	2

It will be observed from the above that the representation of S.C. in the various classes of services under the Subordinate Courts is most unsatisfactory.

Representation of Scheduled Castes in Local Bodies

The Panchayat and Community Development Deptt. of the State Government informed that the reservation of 5 per cent for Scheduled Castes in the posts and services under the control of Local Bodies has been provided in the draft rules framed by the Department. The rules, however, are awaiting finalisation. The Municipal Administrative Department of the Government of Assam has furnished the information regarding the actual representation of Scheduled Castes in the posts and services under 43 Municipal Boards and Town Committees. The perusal of the information shows that only 4 out of these 43 for which information has been furnished provide reservation for Scheduled Castes. Figures of actual representation have not been given by any one of them.

Khadi & Village Industries Board.—The Assam Khadi and Village Industries Board informed that there is no fixed percentage of posts reserved for S.C. With regard to the actual representation of Sch. Castes in the services under the Khadi and Village Industries Board, we were informed that out of 510 employees under the Board, 14 belonged to Scheduled Castes, which works out to be 2.7 per cent including Class IV servants.

Role of Employment Exchanges.—The Directorate of Employment and Craftsmen Training have furnished the Statistics regarding the number of vacancies notified to the exchanges as reserved for Scheduled Castes, the number of vacancies actually filled in from amongst the Scheduled Caste candidates, which is given below:—

Registration and placement of Scheduled Castes in Assam during last 5 years.

Year	No. of candidates regd.		No. of vacancies notified to								No. of vacancies actually filled							
	Gen.	S.C.	CG	SG	QG	Others	CG	SG	QG	Others	CG	SG	QG	Others	CG	SG	QG	Others
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
1961-62 .	59,511	2,686	4,947	1,477	1,072	2,221	246	13	..	2	2,533	425	525	1,165	14	209	..	14
1962-63 .	64,795	3,198	7,885	1,942	609	1,289	3,608	..	3	..	2,996	468	96	536	276	23	2	13
1963-64 .	69,053	3,333	14,515	2,620	470	1,658	371	..	..	5	5,079	1,118	205	593	248	446	..	11
1964-65 .	70,639	3,674	7,094	3,226	355	1,309	382	6	3	..	4,072	[illegible]	233	300	288	64	7	14
1965-66 .	77,583	3,810	9,732	2,665	622	1,536	319	8	..	..	4,495	822	129	389	305	55	2	21

It is observed from the above that while notifying the vacancies to the Employment Exchanges the Central Government, State Government and Semi-Government employers have not been making reservation in posts for Scheduled Caste according to the percentage prescribed. The Committee further requested the Directorate to furnish the details of the Scheduled Caste candidates available with the Employment Exchange for employment. The information received from the Directorate is given below :—

Table showing the number of Scheduled Castes on the live register of the Employment Exchanges in Assam according to qualifications as on 31st Dec., 1966.

No. of S.C. on the live register			
Total	Graduates	Matriculates	Non-Matric
2,442	44	581	1,817

It will be seen from the above that 44 graduates, 581 matriculates and 1,817 non-matriculates from amongst the Scheduled Castes were available for emploment with the Employment Exchanges in Assam at the end of December, 1966.

Observations and Recommendations:

I. The percentage of actual representation of Scheduled Castes in the State services is most unsatisfactory particularly in Class I and II posts. We consider that it should be possible for the Scheduled Castes to have representation in the State Services in accordance with the percentage of reservation fixed for them if the State Government ensures a little more strict compliance of the instructions issued by it.

II. Travelling allowance should be paid to the Scheduled Castes who are asked to appear for any examination/interview away from their place of residence on the lines of the Central Government.

III. A booklet should be published indicating all the circulars issued by the State Government for reservation of posts for Scheduled Castes.

IV. An Employment Cell or a separate machinery should be established to verify adherence to instructions and orders issued regarding reservation of posts for Scheduled Castes by Government, Semi-Government and Public Undertakings etc. and to see that the orders are being strictly followed by the respective departments in filling up the posts and percentage of reservation is properly maintained.

V. The State Government should issue necessary instructions to the statutory bodies and public undertakings to make reservation in posts and services on the lines of the State Government for Scheduled Castes.

VI. There is no scheme for imparting training to Scheduled Castes to enable them to qualify for entry to the various State Services and posts. It is, therefore, recommended that steps may be taken to establish the pre-examination training centres to give coaching to the Scheduled Caste candidates for appearing in the various competitive examinations for entry into various State Services.

VII. The Directorate of Employment and Craftmen Training should arrange coaching/training at suitable places in the State for Scheduled Caste applicants on the live register of the Employment Exchanges in the trades like typing, stenography, accountancy etc. to increase their employment opportunities.

VIII. The State Government should also take steps to collect regularly the statistics regarding representation of Scheduled Castes in services and posts under them so as to find out the progress in the implementation of its orders.

IX. The State Government should appoint one member in the P.S.C. from amongst the S.C. as there has been no Scheduled Castes member in the Commission since independence.

ORISSA

The Scheduled Castes form 15.74 per cent of the total population of the State according to the 1961 Census. The Government of Orissa issued orders on 29th April, 1953 prescribing reservation of 18 per cent of vacancies in all State Services for the candidates belonging to Scheduled Castes. Subsequently, in December 1953 the Government issued instructions to follow the 'carry forward' rule. Later the Government decided to follow the 'carry forward rule' as laid down by the Government of India. In May, 1965, the State Government again reviewed their policy in regard to the reservation of vacancies for Scheduled Castes in the State services and posts. Besides the above, the

following other concessions given to Scheduled Castes :—

(a) The maximum age limit prescribed for appointment to services or posts both in gazetted and non-gazetted cadres have been relaxed by 5 years for the candidates belonging to Scheduled Castes.

(b) Candidates belonging to Scheduled Castes are required to pay only 1/4 of the fee normally prescribed for admission to any examination or selection.

(c) The minimum standard of measurement for appointment of constables in the State police establishment has been relaxed by 4 inches in height and one inch in chest from the middle of June, 1961 for the candidates belonging to Scheduled Castes.

Actual Representation.—We regret very much to say that it has not been possible for the State to furnish the year-wise figures regarding the actual representation of Scheduled Castes in services and posts for a period of 10 years. After giving several reminders to the State Tribal and Rural Welfare of the Scheduled Castes, we requested the Chief Secretary of the State as well. Despite all this we have not received any information whatsoever, so far from the State Government. Hence it has not been possible for us to know the latest position with regard to the actual representation of Scheduled Castes in the State Services. The Director of Employment, Orissa, Cuttack has furnished information giving the total number of employees and the representation of Scheduled Castes in that organisation only for 3 years as per table below :—

Year	Class I		Class II		Class III		Class IV	
	Total Including S.C.	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9
1965	1	..	27	..	213	11	96	5
1966	1	..	27	..	213	11	96	5
1967	1	..	27	..	213	11	96	5

It will be noticed from the above table that the representation of Scheduled Castes in Class I and II is nil during the years for which information has been supplied, while in case of Class III and IV services it is 5.12 and 5.21 per cent respectively in all the 3 years for which information has been supplied. It however looks very strange that the position of intake remained constant in each of the three years review.

Public Service Commission.—According to the Chairman of the Commission interviewed by the Committee during tour, it was understood that difficulty was felt in filling the full reserved quota for Scheduled Castes due to non-availability of suitable qualified candidates. The State Public Service Commission affords concessions in respect of relaxation in age up to 5 years in the case of competitive posts like O.A.S., O.P.S., Junior F.S. The Public Service Commission gives 9 chances to candidates while U.P.S.C. gives only two chances. In case of posts not demanding higher technical qualifications, some relaxation is given in favour of Scheduled Caste candidates for their selection so that the best among them can find employment. But in the case of posts demanding higher technical qualifications, the Commission finds it difficult to get qualified Scheduled Caste candidates. The Scheduled Caste candidates are taken provided they are considered suitable according to the minimum qualifications prescribed for the examination by the P.S.C. However, no concession is given for selection to Military and Police Services. The Commission is favourable to a suggestion for opening a Coaching Centre as it will help greatly in producing good and intelligent Scheduled Caste Officers. As for the selection of surgeons the Commission only selects them and recommends the list of suitable candidates to the Government. We regret that the Commission could not furnish any statistical information about the intake of Scheduled Castes through the examinations held by it.

Representation of Scheduled Castes in Police Services

Inspector General of Police informed the Committee that in Class I and Class II posts

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there is no Sch. Caste Officer. For promotion, 60% Sch. Castes are promoted and others are directly recruited. Though reservation is there, it is very difficult to get adequate number of Scheduled Caste candidates. Age relaxation and some physical relaxation is given. No information about the actual representation of Scheduled Castes in the posts and services has been received.

Representation of S.C. in High Court and Subordinate Courts

We requested the Registrar of High Court of Orissa to furnish the figures of actual representation of Scheduled Castes in the posts and services under the High Court and those under the Subordinate Courts. No information has been received so far.

Representation of S.C. in the Local Bodies

The Urban Development Department of the State Government have furnished information in respect of 55 Urban Local bodies (Municipalities and Notified Areas Councils) out of the total of 61 Urban Local bodies in the State. A perusal of the information sent by the State shows that most of the local bodies have not made any reservation for Scheduled Castes in the services and posts under their control.

Representation of S.C. in the services under the Khadi & Village Industries Board

The State Khadi Board has not fixed any percentage of reservation for S. C. in the services and posts under its control. Out of the total of 588 persons employed by the Board, 29 belonged to S.C. which comes to 4.9 per cent. Out of 629 Scheduled Castes, 24 were employed against Class III and 5 against Class IV.

Role of Employment Exchanges

The Committee requested the Director of Employment and Training, Orissa to furnish information regarding the vacancies notified to the Employment Exchanges, vacancies reserved for Scheduled Castes and the number of vacancies actually filled from persons belonging to these communities. While the consolidated information in respect of the entire State is still awaited, the Employment Officer, Cuttack has furnished the following information:

Table showing the registration and placement of S.C. in the Employment Exchanges, Cuttack, during the period 1961—66

Year	No. of candidates registered		No. of vacancies notified to the Exchange						
			General				S.C.		
	General	S.C.	Central Govt.	State Govt.	Semi Govt. L.B.	Others	Central Govt.	State Govt.	Semi Govt. L.B.
1961-62 . .	25,091	211	1,380	3,383	100	1,158	..	..	..
1962-63 . .	28,521	166	515	3,693	259	1,786	4	..	..
1963-64 . .	23,882	201	821	4,683	195	1,515	4	..	..
1964-65 . .	24,015	217	679	4,921	289	892	5	..	..
1965-66 . .	28,617	251	632	3,905	324	637	2	..	..

Year	No. of vacancies actually filled							
	General				S.C.			
	Centl. Govt.	State. Govt	Semi Govt..	Others	Central Govt.	State Govt.	Semi Government	Others
1961-62 ..	551	1,030	23	236	..	47	..	..
1962-63 ..	168	1,284	63	219	1	7	..	..
1963-64 ..	69	1,779	50	640	5	18	1	..
1964-65 ..	208	2,067	46	276	2	11	..	..
1965-66 ..	196	1,468	80	198	2	6	..	..

It is observed from the above that the Central Govt., State Governments and Semi-Govt. employers have not been making reservation in posts for Scheduled Castes according to the prescribed percentage while notifying the vacancies to the Employment Exchange. The Director of Employment, Orissa has, however, furnished the following information regarding the Scheduled Caste applicants on the live registers of the Employment Exchanges in Orissa as on 31-12-1966 :—

Category	No. of S.C. on the live Register				
	Total	Master's degree or above	Graduates	Matriculates	Non-Matrics
Doctors	—	—	—	—	—
Engineers	1	—	1	—	—
Typists	5	—	—	5	—
Stenographers	—	—	—	—	—
Asstt/Clerks	356	1	17	320	18
Teachers	55	—	—	12	43
Craftsmen & Production Process workers	65	—	—	6	59
Unskilled Office workers	1,722	—	—	13	1,709
Unskilled Labourers other than workers	2,315	—	—	—	2,315
Others	1,840	—	1	22	1826
TOTAL	6,368	1	19	378	5,970

It is observed from the above table that one post-graduate, 19 graduates, 378 matrics and 5,970 non-matrics were available for employment with Employment Exchanges at 31-12-1966.

During tour of Orissa, the Committee requested the Director of Employment to supply placement and live register figures of Scheduled Caste candidates. The information for the calendar year 1967 as supplied by him is given below : —

Category	Scheduled Castes on the live register as on 31-12-1967	S.C. placed at the end the year 1967
Matriculates	302	1,428
Under-Matrics	4,727	
Graduates	18	
Post-graduates	3	
Skilled	196	
	5,246	1,428

It would be seen from the above that categorywise figures of placement have not been supplied. But it is clear from this information that only 27.22 per cent of the Scheduled Castes on the live registers of employment exchanges of the State could be placed, which is a very poor achievement.

Observations and Recommendations :

I. *It is regretted that in spite of several* reminders the State Government have not furnished complete figures of actual representation of Scheduled Castes in the State services. It is recommended that periodical returns should be prescribed and these should be properly scrutinised. An employment Cell should be established.

II. A booklet should be published indicating the latest circulars issued by the State Government for reservation of posts for Scheduled Castes.

III. The State Government should start the pre-examination/training centre for imparting the S.C. persons necessary training so as to enable them to qualify for the various competitive examinations for entry into State Services.

IV. The State Government should persuade the Local Bodies to follow the same set up of instructions regarding reservation as are enforced for recruitment to Government services.

V. The Directorate of Employment and Training should organise training for Scheduled Caste applicants on the live register of the various Employment Exchanges for their absorption by public and private employers.

VI. Steps should be taken to get the reservation orders implemented by the State Khadi & Village Ind. Board.

VII. The State Government should direct all Government and semi-government employers to indicate clearly the posts reserved for Scheduled Castes when notifying vacancies to Employment Exchanges.

VIII. Travelling allowance should be paid to S.C. candidates who are asked to appear for any examination/interview away from their places of residence.

IX. Cell should be opened for the S.C. candidates and the functions of this cell will be to provide candidates for recruitment to the various Government Departments.

X. If a S.C. candidate is not available the post should be filled up from amongst the non-S.C., and he should be given notice that as soon as the S.C. candidate is available the junior-most employee will be relieved from service and the S.C. will be appointed.

XI. The District Welfare Officers should maintain a list of unemployed S.C. candidates and that list should be supplied to the Employment Exchanges every month.

PUNJAB STATE

The S.C. form 20.32 per cent of the total population of the State according to 1961 Census. The reservation for S.C. & S.T. in services under the State Government has been fixed at 20%.

To ensure adequate representation to the S.C. & S.T. in services according to prescribed reservation, block system has been prescribed whereby every first vacancy remains unfilled within the block, not more than one is carried onwards to the next block.

In the Police Constabulary, by about the same time 50% reservation was made in favour of S.C. & S.T. and Backward Classes and probably that reservation was without any time limit. It is understood that the enhanced reservation is still alive which also includes a lowering of physical standard, height and chest measurements. The latest position of the Police Department has been as follows :—

Total No. of Class III employees up to 166	17,288
No. of S.C. employees	2,225 (about 13%).
No. of employees belonging to Backward Classes.	1,829 (about 10.5%).

The Committee has observed that despite the provision of 50% reservation in such posts, these departments have not been able to make up the prescribed quota for S.C. in this bottom rung of administration. The justification which existed in 1955 for making this reservation in favour of S.C., etc., is even more today as we are to make up the deficiency and the required number of S.C. are available now.

Other Concessions :

(i) The maximum age limit for appointment to a non-gazetted post has been raised by 5 years and for gazetted posts by 3 years in the case of S.C. and S.T. and Backward Classes.

(ii) Fees prescribed for applications/examination payable in connection with the appointments made in consultation with the Punjab Public Service Commission is reduced to ¼th of the ordinary fee.

(iii) When S.C./S.T. candidates are called for interview for appointment to Class III and IV posts, the recruiting authorities, other than the Punjab Public Service Commission may allow such candidates single 3rd class fares, chargeable by passenger train by the shortest route from the railway station nearest to their normal place of residence or from which they actually performed the journey, provided the distance travelled by rail each way exceeds 50 miles.

Instructions have also been issued by the Punjab Government against retrenchment and reduction in rank of the members of the S.C. and S.T. and Backward Classes till such time they had not fulfilled the %age laid down for them.

Reservation in respect of promotional posts

Since 12th September 1963, 10% of the higher posts under State services to be filled by promotions are reserved for members of the S.C./S.T. and Backward Classes, provided the persons to be considered possess the minimum required qualifications and have at least a satisfactory record of service. Recently on 22-8-1966, the State Government has revised the policy of reservations in promotions and have fallen completely in line with the extent of reservations and methods and procedure obtainable in the Government of India resultantly:

(i) There has been no reservation in promotions in Class II and higher posts.

(ii) Reservation in promotions lies in Class III and IV posts wherever avenues for promotion is by selection or as a result of competitive examination limited to departmental candidates.

(iii) Reservation in promotions in Class III and IV posts has been increased to be at par with the %age laid down at the time of recruitment, viz., 20% for S.C. and 2% for Backward Classes.

(iv) There is no reservation in posts conducting research or organising, guiding and directing research.

(v) If there is one vacancy on one occasion no reservation for promotion would lie, but in case of two vacancies one of the vacancies would be considered as reserved.

The Committee feels that this decision of the State Government regarding change in their policy has been very demoralising, retrograde and injurious to the interests of the S.C. It has practically denied all chances of promotion for Harijans to higher posts. In actual practice ever since reservation in promotions was laid down, there have hardly been any benefits to the Harijans in Class II and higher posts, but with this change in policy, whatever semblance of hope there was, has been completely shatered.

Actual Reservation

We requested the State Government to furnish the figures of actual representation of S.C. in the posts and services under them for a period of 10 years. But the State Government have shown their inability to furnish the figures in the prescribed form. However, some information made available to the Committee is given below :

Statement showing the S.C. employees in various services under the State Government during 1955 *to* 1964.

Year	Class I		Class II		Class III		Class IV (other than sweepers & scavengers)	
	Total including S.C.	No. of S.C.	Total including S.C.	No. of S.C.	Total including S.C.	No. of S.C.	Total including S.C.	No. of S.C.
1	2	3	4	5	6	7	8	9
1955	47	..	250	6 (2·4%)	2,771	143 (5·1%)	2,031	198 (9%)
1956	66	..	356	13 (4·1%)	3,855	206 (5·3%)	2,083	293 (14%)
1957	44	..	361	15 (5%)	3,361	326 (9·7%)	2,114	300 (14%)
1958	63	..	362	18 (5%)	2,945	219 (7·5%)	2,118	296 (14%)
1959	72	..	457	18 (3·9%)	3,622	365 (10%)	2,219	363 (11·8%)
1960	90	..	402	25 (6·25%)	3,827	427 (11·3%)	1,967	366 (18·5%)
1961	78	3 (4%)	504	25 (5%)	3,968	449 (11·2%)	2,223	356 (16%)
1962	89	1 (1·3%)	477	37 (7·7%)	5,826	429 (7·3%)	2,942	480 (17%)
1963	101	5 (5%)	488	37 (7%)	6,460	550 (8·5%)	3,154	593 (18·8%)
1964	103	4 (4%)	470	35 (7·5%)	7,257	635 (8·7%)	3,644	649 (17·9%)

It is seen from the above table that the representation of S.C. in Classes I, II and III posts is quite unsatisfactory.

Quarterly statement showing promotion posts in various Departments for the period from 1st January 1965 to 31st December, 1965.

Period	No. of vacancies occurring during the quarter	No. of vacancies filled by S.C.	No. of vacancies filled by Backward Classes
1st January, 1965 to 31st March, 1965 . . .	156	20	2
1st April, 1965 to 30th May, 1965	302	45	8
1st June, 1965 to 30th September, 1965 . .	200	8	..
1st October, 1965 to 31st December, 1965. . .	176	14	—
	834	87	10

It is clear that the quota reserved for the S.C. is not filled up.

Information collected from the following offices of the State Government may be seen at appendix.

(i) Revenue Department.

(ii) Director of Removal of Grievances, Punjab.

(iii) Director of Archives and Curator, State Museum, Punjab, Patiala.

(iv) Office of the Superintendent of Police, Jullundur.

It may be observed therefrom that the reservation of the S.C. even in Class III posts has been woefully inadequate despite the reservation having been introduced for over a decade. The Committee, therefore, strongly recommends that for some years to come, the reservation for the Scheduled Castes for the Class III posts should be increased to something like 33 per cent so that necessary prescribed number is obtained in the lower cadre of services at an early date.

Inadequate representation of Scheduled Castes in regard to gazetted posts

The Committee has observed the inadequate representation of the S.C. in Class I and II posts and recommends :—

(i) That the recruiting agencies like the Public Service Commission should have at least a Harijan Member where appointment should be on experience and merit.

(ii) In *ad hoc* recruiting committees an officer of the S.C. should be represented.

10% of the posts are reserved for S.C. and S.T. and Backward Classes in the lower grade. There is no reservation in the higher grades of services.

Statement showing the actual representation of the Scheduled Castes/ Tribes and Backward Classes in the subordinate courts.

Sl. No.	Name of the Court	Year	Class I Total	Class I S.C.	Class II Total	Class II S.C.	Class III Total	Class III S.C.	Class IV Total	Class IV S.C.	Sweepers Total	Sweepers S.C.
1	2	3	4	5	6	7	8	9	10	11	12	13
1.	Distt. & Sessions Courts, Barnala .	1963-64	1	..	5	..	42	..	61	6	4	4
		1964-65	1	..	5	..	42	..	61	8	4	4
		1965-66	1	..	6	1	44	..	62	11	4	4
2.	Distt. & Sessions Courts, Sangrur .	1963-64	2	..	6	..	59	2	..	2	4	4
		1964-65	1	..	6	..	53	1	55	1	4	4
		1965-66	2	..	6	..	59	2	56	2	4	4
3.	Distt. & Sessions Courts, Bhatinda .	1963-64	2	..	8	1	66	3	61	8	4	4
		1964-65	2	..	8	1	66	3	61	8	4	4
		1965-66	2	..	8	1	66	4	61	8	4	4

1	2	3	4	5	6	7	8	9	10	11	12	13
4.	Distt. & Sessions Courts, Kapurthala .	1963-64	1	..	3	..	34	2	43	5	3	3
		1964-65	1	..	4	1	34	2	43	8	3	3
		1965-66	1	..	4	1	34	1	42	8	3	3
5.	Distt. & Sessions Courts, Patiala .	1963-64	1	..	11	..	67	8	80	29	6	6
		1964-65	3	..	10	1	36	10	42	30	5	5
		1965-66	3	..	10	2	90	9	81	33	6	6
6.	Distt. & Sessions Courts, Gurdaspur .	1963-64	1	..	3	1	37	2	36	8	2	2
		1964-65	2	..	10	3	63	6	53	9	2	2
		1965-66	2	..	10	3	63	6	53	9	2	2
7.	Distt. & Sessions Courts, Ferozepore .	1963-64	..	..	..	..	61	5	89	18	5	5
		1964-65	..	..	..	..	92	4	98	18	8	5
		1965-66	7	..	..	..	89	4	91	20	5	5
8.	Distt. & Sessions Courts, Hoshiarpur .	1963-64	..	..	..	..	66	12	212	45	3	3
		1964-65	..	..	..	..	73	12	217	45	2	2
		1965-66	..	..	...	..	76	15	221	44	2	2
9.	Distt. & Sessions Courts, Amritsar .	1963-64	..	..	..	..	64	5	100	12	2	2
		1964-65	..	..	..	...	64	4	105	13	2	2
		1965-66	..	...	..	..	108	6	120	19	2	2
10.	Distt. & Sessions Courts, Jullundur .	1963-64	3	..	4	..	52	4	107	15	2	2
		1964-65	4	..	11	..	76	10	118	20	3	3
		1965-66	..	..	..	..	108	6	120	19	2	2
11.	Distt. & Sessions Courts, Ambala .	1963-64	..	..	..	..	43	2	72	2	2	2
		1964-65	..	..	..	..	43	3	72	4	2	2
		1965-66	7	..	..	...	48	3	74	4	3	3
12.	Distt. & Sessions Courts, Ludhiana .	1963-64	2	..	5	..	51	5	61	7	2	2
		1964-65	2	...	11	2	70	7	68	7	2	2
		1965-66	1	...	16	2	69	7	65	11	2	2
13.	Distt. & Sessions Courts, Rohtak .	1963-64	..	..	..	..	71	3	124	11	5	1
		1964-65	..	..	..	..	85	4	131	13	6	1
		1965-66	..	..	..	..	97	4	135	13	6	1
14.	Distt. & Sessions Courts, Hissar	1963-64	..	..	..	..	65	6	81	13	2	2
		1964-65	..	..	..	..	65	6	81	13	2	2
		1965-66	..	..	..	..	65	7	81	13	2	2
15.	Distt. & Sessions Courts, Karnal	1963-64	..	..	..	..	64	5	78	7	1	1
		1964-65	..	..	..	..	59	5	76	8	1	1
		1965-66	..	..	..	..	67	7	79	8	1	1

Representation of Scheduled Castes in services under Panchayats, Panchayat Samities and Zila Parishads

The reservations prescribed for Scheduled Castes/Tribes and Backward Classes is the same as for other Government Departments.

Representation and placement of Scheduled Caste applicants as supplied by the Employment Exchanges

The information received in this regard and the details of Scheduled Caste/Backward Classes candidates recruited through Employment Exchange from 1-11-1966 onward follows :—

Table showing the registration and placement of Scheduled Caste applicants as supplied by the State Government during the year 1963 to 1966.

Year	No. of candidates registered		No. of vacancies notified to the Employment Exchanges						Number of candidates submitted		
			General			Scheduled Castes					
	General	S.C.	C.G.	S.G.	Others	C.G.	S.G.	Others	General	S.C.	Total
1	2	3	4	5	6	7	8	9	10	11	12
1963 . .	2,38,804	50,536	13,830	60,384	19,535	793	568	23	2,33,909	35,668	2,69,577
1964 . .	2,55,654	53,301	11,333	62,089	24,178	533	394	55	2,42,506	35,931	2,78,437
1965 . .	2,68,857	51,980	12,473	61,045	25,205	422	542	15	2,52,495	33,400	2,85,985
Half year ending 1966	1,17,426	24,874	5,751	25,236	12,872	273	164	13	1,13,940	18,291	1,32,231

Year	No. of vacancies actually filled						No. of candidates on the live registers	
	General			in Scheduled Castes				
	S.G.	S.G.	Others	S.G.	S.G.	Others	General	S.G.
1	2	3	4	5	6	7	8	9
1963 . .	8,096	39,704	6,608	415	307	13	66,781	16,455
1964 . .	6,460	44,762	7,180	230	252	30	72,448	16,881
1965 . .	7,559	42,129	6,498	225	261	9	77,968	18,605
1966 . .	3,606	19,035	3,537	131	114	8	80,183	17,989

Details of Scheduled Castes/Backward Classes candidates recruited through Employment Exchange from 1-11-1966 onwards.

No.	S.C./B.C. Recommended by Employment Exchange	S.C./B.C. candidate appointed in Punjab Civil Sectt.	Total No. of candidates appointed
1	2	3	4
1st 15-11-1966	Nil	Nil	—
2nd 22-11-1966	7(S.C.)	6(S.C.)	26
3rd 12-12-1966	1(S.C.)	—	2
4th 16-12-1966	—	—	15
5th 19-12-1966	4(S.C.)	4(S.C.)	14
6th 24-12-1966	—	—	15
7th 9-1-1967	—	—	All candidates returned.
8th 16-1-1967	—	—	8
9th 22-5-1967	Nil	Nil	10
10th 13-7-1967	3(S.C.) 1(B.C.)	3(S.C.) 1(B.C.)	11

1	2	3	4
11th 8-8-1967	1(S.C.)	1(S.C.)	12
12th 23-6-1967	5(S.C.)	2(S.C.)	8
13th 29-9-1967	1(S.C.)	1(S.C.)	12
	S.C. 17 and B.C. 1		143

BREAK UP OF THE SCHEDULED CASTE APPLICANTS ON THE LIVE REGISTER OF THE EMPLOYMENT EXCHANGES ACCORDING TO EDUCATIONAL QUALIFICATION AS ON 31-12-1966

Table showing the number of Scheduled Caste applicants on the live registers of the Employment Exchanges of Punjab State as on 31st December, 1966

Category	Total	Others	Graduate	Matric	Non-Matric
1	2	3	4	5	6
Doctors	—	—	—	—	—
Engineers	10	—	—	10	—
Typists	17	—	—	17	—
Stenographers	—	—	—	—	—
Asstt. Clerks	255	—	1	254	—
Teachers	320	—	9	311	—
Craftsmen & Production Process Workers	429	—	—	150	279
Unskilled office workers	1,927	—	3	284	1,660
Unskilled labour other than office workers	2,638	—	—	19	2,605
Others	2,638	1	13	542	2,032
TOTAL	8,220	1	26	1,587	6,608

Reservation in Public Undertakings/autonomous bodies

The Government have issued instructions in May 1966 requiring the public undertakings and autonomous bodies to make reservation for S.C.

Observations and Recommendations

(1) The order reserving 50% of vacancies in Class III posts for S.C. should be revived.

(2) Reservation of posts in promotion to S.C. should be revived on the lines of the Central Government.

(3) Public Sector Undertakings may be instructed to follow strictly the rule of reservation of posts and services for S.C.

(4) Special measures may be taken to increase the intake of S. C. in Class I, II and III services.

(5) Pre-examination coaching centres may be started to give coaching to the S.C. candidates for appearing in various competitive examinations for entry into various State Services.

(6) The Directorate of Employment and Training should arrange for training of the S.C. Candidates who are on the live register of the Employment Exchanges in all trades like typing, stenography, etc. to increase their employment opportunities.

(7) A handbook should be brought out containing the latest orders regarding the reservation of posts for S.C.

(8) Panchayat Raj institutions should take special steps to increase the intake of the S.C. in services under them.

(9) A cell should be established to ensure strict observance of the reservation orders.

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Andaman and Nicobar Islands

The total population of the islands is 63548 according to 1961 census. No castes are declared as S.C. there. There are about 200 scavengers in Port Blair. Out of 2800 families of refugees from East Pakistan who are settled in the islands 2300 families were declared as S.T. in East Pakistan. All the scavengers are from the mainland mostly from Andhra Pradesh, Tamilnadu, Bihar and U.P. States. They belong to those castes which were declared to be S.C. in their respective States.

The refugees from East Pakistan who were considered as S.C. in E. Pakistan and settlers from the mainland who have considered as S.C. before they went there represented to the Committee that they should be declared as S.C. in the islands as they stand to lose the concessions and privileges they were entitled to as their castes are not scheduled. It has come to the notice of the Committee that some of the educated persons among them are unemployed, and they find it difficult to pay the extra boarding charges for their children living in hostels where the boarding charges are higher than the scholarship they get. They have also represented that they have lost their political previleges merely on the ground that they have crossed the sea and settled in the islands.

The Committee has carefully gone into the question and it recommends that those refugees from East Pakistan who were considered to be S.C. in E. Pakistan and those migrated from the mainland and who were declared to be S.C., must be considered as Scheduled Castes in the Andaman and Nicobar Islands.

Secondly Reservation must be provided for them in the services under the Government and the local bodies and public sector undertakings., etc., in addition to other educational benefits and political rights they will be entitled to under the constitution.

Goa, Diu and Daman

The population of the Union Territory of Goa, Daman and Diu according to 1950 and 1960 census is 596,059 and 626,667 respectively. As the Government of India had not notified the S.C. till January, 1968 it was not possible to get the exact figures of population of the S.C. officially. However, from the unofficial sources it is gathered that the population of the S.C. varies from 15,000 to 25,000.

Pending notification of the list of the S.C. in the Union Territory of Goa, Daman & Diu, the State Government had classified the following Castes as S.C. in Union Territory :—

Goa	—	1. Mahars.	2. Chambars.	3. Bhangis.
Daman	—	1. Bhangis.	2. Mahavanshi.	3. Dhed.
Diu	—	1. Hadis.	2. Vankars.	3. Bhangis.

In January 1968, notification was issued declaring the above castes as S.C. It is not known whether the State Government has made any reservation for S.C. in services at least subsequently.

On its tour in this Territory, the Committee made an attempt to collect the data in respect of the employment position of the S.C. from the officers.

The Mamlatdar, Bardez (Mhapsa) informed the Committee that out of 21 employees of his office only one is a S.C. It was told that in Pedne office 6 S.C. were working out of whom 3 were sweepers.

The Committee does not propose to offer any comments in the absence of the correct population of the S.C. and the order providing reservation of posts for them.

If the reservation in services is not made already the Committee recommends that it should be done early.

Nagaland

According to 1961 census the total population of Nagaland is 369,200 and the population of S.C. is 126 only.

The Government of Nagaland has brought out Census Reports of its employees as on 31-3-1964 and 31-3-65. A study of these Census Reports indicates that the representation of S.C. in State services is generally very satisfactory. Figures for each category of services for the two years mentioned above may be seen below :—

Category	Gazetted				Non-Gazetted				Total	
	Class I As on		Class II As on		Class III As on		Class IV As on		As on	
	31-3-64	31-3-65	31-3-64	31-3-65	31-3-64	31-3-65	31-3-64	31-3-65	31-3-64	31-3-65
1	2	3	4	5	6	7	8	9	10	11
Total including S. C. . .	57	70	230	290	5,935	6,674	2,429	4,272	8,311	11,306
S. C.	—	1	—	—	10	12	21	24	31	37

It will be seen from the above table that during the year ending 31-3-1964, the representation of S.C. in Class I, and II, posts was nil, while during the year ending 31-3-65, there was only 1 out of 70 Class I officers and no Class II S.C. officer. Their representation in Class III and IV is most satisfactory. The Government of Nagaland was requested to furnish the extent of reservation in services in force for S.C. in that State and it is now learnt that there is no reservation for them.

The Committee recommends that early steps may be taken by the State Government to recurit Scheduled Castes to Class II posts as there is no representation at present.

UTTAR PRADESH

According to 1961 Census the population of Scheduled Castes in Uttar Pradesh is 20.88 percent of the total population of the State. The State Government issued orders in July 1947, providing reservation of 10 per cent of vacancies for the Scheduled Castes in the posts and services under the Government. Subsequently in September, 1953, the Government raised the general reservation in favour of Scheduled Castes from 10 percent to 18 percent, in respect of vacancies to be filled in by direct recruitment. A gist of the various steps taken by the Government in this regard is given below :—

(1) unfilled reserved vacancy is carried forward for one year.

(2) principles of reservation is extended to all grades and in all services which are filled by promotion.

(3) age concession is given.

(4) Roaster is maintained.

The Committee also learnt that the Government of Uttar Pradesh issued orders in June, 1964 to the effect that "to complete reservation allowed to Scheduled Castes in future recruitment to the Ministerial and inferior services, the reservation for Scheduled Castes would be 25 percent and 45 percent respectively, so long as the quota of 18 percent is not completed in their respective cadre. This will, however, be subject to the condition that the total number of such reserved vacancies, together with the carried forward vacancies, if any, does not exceed 45 percent of the total vacancies at any particular recruitment".

Actual Representation : We were informed during tour that in the three services, the representation of Scheduled Castes is as follows :—

(1) Sate Services	2.7%
(2) Subordinate services	2.06%
(3) Other services	19.8%

The representation in State and Subordinate services is far below the reservation of 18% fixed for the two services. We requested the State Government to supply figures of actual representation of Scheduled Castes in the State services during a period of last 10 years. We regret that the State Government has not supplied the complete figures. It has, however, furnished information in respect of some of the offices under its control as given below :—

Table showing the actual representation of Scheduled Castes in various services under the Uttar Pradesh Government during the years 1955-64.

Year	Class I		Class II		Class III		Class IV (other than sweepers & scavengers)	
	Total including S.C.	S.C.	Total including S.C.	S.C.	Total including S.C.	S.C.	Total including S.C.	S.C.
1	2	3	4	5	6	7	8	9
Permanent								
1955	73	2	179	4	8,120	161	8,509	304
1956	73	1	205	4	9,333	152	9,333	330
1957	77	1	242	7	9,089	148	9,955	378
1958	84	1	212	6	9,895	186	9,987	407
1959	78	1	239	4	9,838	22	9,843	441
1960	75	—	240	7	10,004	263	9,868	494
1961	81	—	252	15	11,083	309	10,385	494
1962	84	1	259	17	10,993	309	10,672	539
1963	89	1	271	13	11,439	337	10,226	522
1964	89	1	268	18	11,723	355	10,532	558
Temporary								
1955	8	—	23	1	4,395	214	4,392	359
1956	9	—	29	2	4,852	208	4,932	401
1957	45	—	224	3	7,941	271	7,734	541
1958	43	—	252	2	8,163	274	7,743	576
1959	16	—	124	4	7,015	398	7,078	608
1960	19	—	159	3	7,830	322	7,084	662
1961	27	—	174	5	8,123	345	7,014	688
1962	19	—	55	4	3,945	173	4,789	425
1963	18	—	64	4	3,926	194	533	478
1964	24	—	60	5	4,798	194	4,511	493

We do not know as to which departments' the above information relates to. However, the available information shows that the representation of S.C. in all classes of services has been very much unsatisfactory. It is really strange that there is not even a single S.C. employee in Class I Temporary establishment.

Representation of Scheduled Castes in the Public Service Commission—There are five members including the Chairman in the State Public Service Commission, but none of them belongs to S.C. The Uttar Pradesh Service Commission has furnished information relating to the various competitive examinations held by it during the 3 years (1963-64 to 1965-66):—

Table showing the intake of S.C. candidates in the various State Services recruitment to which is made on the basis of the competitive examinations

Year	Name of the service/post	No. of vacancies reserved for Scheduled Caste candidates	No. of Scheduled Caste candidates recommended
1	2	3	4
1963-64	U. P. Civil (Judicial) Service	8	9
	U. P. Civil (Executive) Service	5	} 13
	U. P. Police Service	4	

1	2	3	4
	U. P. Finance & Accounts Services	1	9
	U.P. Sales Tax Officers Service	2	
1964-65	U. P. Civil (Judicial) Service	2	1
	U. P. Civil (Executive) Service	3	9
	U. P. Police Service	1	
	U. P. Finance & Accounts Service	2	—
	District, Inspector of School	1	10
	Asstt. Registrar Cooperative Societies in the U.P. Cooperative Service	1	
1965-66	U. P. Civil (Executive) Service	3	6
	U. P. State Employment Service	1	
	U. P. Sales Tax Officer's Service	1	3
	District Cane Officer in the U. P. Cane Service	1	

Information regarding Examination whose results were declared in—

	S. No.	Name of Examination	Total No. of vacancies	No. of vacancies reserved	No. of S.C. candidates recommended
	1	2	3	4	5
1965-66	1.	*State Engineering Services*, 1964 :			
		(*i*) Civil	—	18%	Nil
		(*ii*) Mechanical	—	18%	Nil
	2.	Naib Tehsildars/Peshkars/A.C.D's, 1964	52	10	15
	3.	*Combined State Services*, 1964 :			
		(*i*) Executives	20	4	6
		(*ii*) Accounts	5	1	3
		(*iii*) Agriculture	2	1	3
	4.	(*a*) Sectt. Upper Div. Assits. (Dept. 1-1-65)	99	18	2
		(*b*) P.S.C., L.D.A./U.D.A. 65	9 (L.D.A.)	4	Nil
			2 (U.D.A.)	1	1
	5.	Forest Rangers' 65	40	13	6
	6.	U. P. Forest Service '65	25	7	4
	7.	*State Engineering Services*, 1965 *			
		(*i*) Civil	565	103	3
		(*ii*) Mechanical	125	23	Nil
		*In these examinations no personality tests were required :			
1966-67	1.	U. P. Judicial Officers Services, 1965	16	5	7
	2.	Combined State Services, 1965 :			
		(*i*) Executives	33	7	17
		(*ii*) Accounts	26	5	12
		(*iii*) Agriculture	15	3	2
	3.	Forest Rangers, '66	4	2	1
	4.	Canungo '66 @	12	5	2
	5.	U. P. Forest Service '66	2	1	1

1	2	3	4	5
	6. Entertainment Tax Inspectors, '66	3	1	None appeared in Examination.
1968-69	1. U. P. Civil (Judicial) Service Exam.' 67	20	5	2
	2. Subordinate Revenue Executive Service (Naib-Tehsildars) Examination, 1967	8	2	3
	3. Qualifying test for promotion to the posts of B.D.O. (1965)	200	36	36
	4. Combined State Services Examination '67 :			
	(i) Executive	10	4	6
	(ii) Police	—	1	4
	(iii) A.G.M. & D.S.O. etc.	150	3	9
	(iv) S.T.O.	11	2	4

Representation of S.C. in the High Court & Subordinate Courts

There is no representation for S.C. in Class I, II, III and Class IV posts. With regard to the actual representation of Scheduled Castes in the posts and services under the High Court, the following information pertaining to the year 1963-64 to 1965-66 has been furnished :—

[*Table showing the representation of S.C. in posts and services under the control of High Court, Allahabad.*]

Year	Class I		Class II		Class III		Class IV	
	Total including S.C.	S.C.	Total including S.C.	S.C.	Total including S.C.	S.C.	Total including S.C.	S.C
1	2	3	4	5	6	7	8	9
1963-64	2	—	9	—	739	9	258	27
1964-65	2	—	9	—	739	9	264	27
1965-66	2	—	9	—	739	9	264	27

It will be seen from the above that there are no S.C. either in Class I or Class II posts. The number of S.C. employees in Class III is also very much unsatisfactory. The number of S.C. in Class IV is also less than the percentage of reservation prescribed for them in other State services.

Representation of S.C. in Local Bodies

The State Government informed the Committee that there is no general reservation at a flat rate of 18 per cent for S.C. in services and posts under the Urban Local Bodies. The Local Bodies, it was further informed have been directed to bear in mind while making appointments to vacancies in their services, the percentage that the population of S.C. actually bears to the total population of the area included within the jurisdiction of the Local Body concerned. As such, the position varies from place to place. The Committee was further informed that the position in respect of Nagar-Mahapalika (Municipal Corporation) is however, slightly different, as they are supposed to follow the same reservation orders as prescribed for the State services. No figures of actual representation have, however, been furnished.

Representation of S.C. on Samities and Zila Parishads Service Selection Commission

The State Government have informed that the services of officers and staff employed for the time being at development blocks of the State Government in each District have been placed at the disposal of kshettra Samities, but kshettra Samities have not been authorised to employ their own staff so far. In these circumstances, the question

of representation of S.C. persons on Samities service Selection Commission/Committee does not arise. Zila Parishads have employed their own staff and their selection is made through the State P.S.C. or Selection Committee of Zila Parishads. There is no representation of S.C. persons on the Service Selection Committees of Zila Parishads, but 18% posts are reserved for members of S.C. in case of appointments in Zila Parishads.

Representation of S.C. in the services and posts under Khadi & Village Industries Board

The Committee was informed that there is a provision in the service regulation of the Board for 18 per cent reservation for the members of the S.C., in respect of the vacancies to be filled by direct recruitment. With regard to the present position of the actual representation in the services the Committee understands that at present there is only one person belonging to S.C. in the services of the Board.

Role of Employment Exchanges.—The Director of Employment and Training Uttar Pradesh has furnished following information regarding the vacancies notified to the Employment Exchanges, vacancies reserved for S.C. and the number of vacancies actually filled in from amongst the persons belonging to these communities :

Table showing the No. of vacancies notified to the Employment Exchanges, No. of candidates submitted etc. in Uttar Pradesh during 1953 *to* 1966.

Year	No. of candidates registered		No. of vacancies notified to the Employment Exchange							
			General				S. C.			
	General	S.C.	Central	State Govt.	Others	Total	Central	State Govt.	Others	Total
1	2	3	4	5	6	7	8	9	10	11
1963	8,24,764	2,17,971	42,597	61,458	41,303	1,45,358	2,853	204	105	3,162
1964	6,72,396	1,21,746	23,982	46,583	51,884	1,22,449	1,684	330	140	2,154
1965	6,15,858	1,17,550	23,356	43,344	43,363	1,10,063	859	252	163	1,274

Year	No. of vacancies actually filled							
	General				S.C.			
	Central	State Govt.	Others	Total	Central	State Govt.	Others	Total
1	12	13	14	15	16	17	18	19
1963	30,735	48,742	30,278	1,09,755	1,518	89	76	1,688
1964	18,879	32,620	33,240	89,739	339	254	135	1,128
1965	18,172	30,692	28,472	77,336	393	155	153	711

It will be observed from the above that although a good number of S.C. candidates were available with the Employment Exchanges, all the vacancies notified as reserved by the Central Government, State Government and Semi-Government employers were not filled in by the S.C. candidates.

With a view to know the extent of availability of S.C. candidates for employment, we requested the Director of Employment and Training to furnish the information relating to number of S.C. applicants on

the live register of the Employment Exchanges with the education-wise break up. The information as received from the State Director is given below :—

Table showing the number of S.C. applicants on the live register of Employment Exchanges as on 31st December, 1966.

S. No.	Category	Total	Masters Degree or above	Graduates	Matriculates	Non-Matric
1	2	3	4	5	6	7
1.	Directors	2	—	1	1	—
2.	Engineers	21	—	3	18	—
3.	Typists	75	—	—	75	—
4.	Stenographers	2	—	—	2	—
5.	Assistant/Clerks	3,353	24	142	3,144	43
6.	Teachers	251	7	74	142	28
7.	Craftsmen & Production process workers	2,932	—	2	570	2,360
8.	Unskilled office workers	4,260	—	16	323	3,921
9.	Unskilled Labourers other than office workers	10,210	—	—	16	10,194
10.	Others	32,318	136	569	10,313	21,300
	TOTAL	53,424	167	807	14,604	27,846

It will be seen from the above table that 167 post-graduates, 807 graduates, 1,404 matrics and 37,846 non-Matrics were available with the Employment Exchanges in Uttar Pradesh for employment at the end of December, 1966.

During the tour of the Committee the Director of Employment and Training, Uttar Pradesh, furnished the information as given in the table below :—

Statistics data for the period July to December 1967

	Total	S.C.
1	2	3
Registration	3,16,965	50,174
Submissions	2,15,517	32,778
Placings	28,563	4,965*

* Central Govt. Vac.	788
State Govt. Vac.	2,120
Quasi Govt. Vac.	1,277
Others	780
	4,965

	Central		State		Quasi Govt.		Others			
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
1	2	3	4	5	6	7	8	9	10	11
Vac. Notified	6,457	162	14,667	59	8,795	23	10,981	12	40,900	257
Vac. Filled	4,407	87	10,288	33	6,799	2	6,735	1	28,229	123
Live Register	Total :	2,96,338				S. C. 47,714 S. T. 27				

Statistical data for the period January-June 1968

	Total	S.C.
1	2	3
Registration	3,00,851	48,880
Submissions	12,8,468	38,097
Placings	30,418	5,453

Central Govt. Vac.	902
State Govt. Vac.	2,336
Quasi Govt. Vac.	1,663
Others	552
	5,453

	Central		State		Quasi Govt.		Others		Total	
	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.	Total	S.C.
Vac. Notified	6,154	138	19,510	88	9,732	1	14,033	38	49,429	263
Vac. Filled	3,699	61	12,335	53	7,320	—	6,466	5	29,820	122
Live Register on 30-6-1968			Total		2,95,053		S. C. S. T.	46,110 44		

It will be observed from both the tables that in spite of a good number of S.C. available with the Employment Exchanges, full justice in filling up the vacancies was not done by the Central, State, Quasi-Government and others.

Observations and Recommendations

I. An employment Cell should be established at the State Headquarters.

II. The State Government should issue necessary instructions to the statutory bodies and public undertakings the local bodies, and khadi & Village Industries Board to make reservation in posts and services on the lines of the State Government in favour of S.C.

III. The Department of Municipal Administration should ensure that reservation orders are followed by the various Municipalities.

IV. There is no scheme for imparting training to S.C. to enable them to qualify for entry into the various State services. It is, therefore, recommended that steps may be taken to establish a pre-examination centre to give coaching to S.C. on the lines of one established at Allahabad by the Central Government for preparing for various competitive examination for entry into State services.

V. The Directorate of Employment and Training should arrange coaching/training at suitable places to the State for S.C. applicants who are on the live register of various Employment Exchanges in the trades like typing, stenography, accountancy etc., etc., to increase their employment opportunities.

VI. The S.C. applicants who are called for interview/examination should be paid travelling allowance on the lines of the Central Government and the Government of Madhya Pradesh.

VII. A handbook should be brought out containing the various orders issued by the State Govt. from time to time regarding reservation of posts for S.C. in the State services and other concessions given to them and make it available, to all the appointing authorities.

VIII. The High Court should make the reservation for S.C. in the services under its control on the lines of State Government. Special efforts should also be made to increase the intake of the S.C. in the posts under the control of the High Court.

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IX. Unfilled reserved vacancies of S.C. should be carried forward for 2 years on the analogy of the Central Government.

X. We were informed by the State Govt. that a Committee under the Chairmanship of Shri Radhakrishna Chairman, Public Service Commission, M.P. was appointed in 1959 to look into the representation of S.C. in services. We suggest that recommendations of the Committee should be implemented urgently.

WEST BENGAL

According to 1961 census the scheduled caste population is 19.84% of the total population of the State. The State Government has reserved 15% of the vacancies for Scheduled Caste only in certain specified services and posts. Besides, the following concessions have been given :—

(1) The maximum age limit for entry into service is increased by three years in the case of appointments to Gazetted posts and five years in the case of appointments to non-gazetted posts.

(2) A roaster has been prescribed and the unfilled vacancy will be carried forward for next year.

Actual representation.—We requested the State Government to furnish figures on actual representation of Scheduled Castes in State Services, Class-wise but the State Government has informed that it is not possible for them to furnish the same in the proforma prescribed by the Committee. They have, however, furnished information in a form different from that prescribed by the Committee, which is given in the next page.

TABLE No. 1

Table showing the representation of Scheduled Castes in services under the State Government

Year	Gazetted		Non-Gazetted Superior		Non-Gazetted Inferior	
	Total including S.C.	S.C.	Total including S.C.	S.C.	Total including S.C.	S.C.
1	2	3	4	5	6	7
Permanent						
1956-57	3,178	81	59,728	2,475	9,309	1,313
1957-58	3,173	85	59,862	2,480	9,532	1,119
1958-59	3,328	90	63,128	2,815	10,367	1,454
1959-60	3,651	98	64,379	2,823	12,048	1,475
1960-61	3,871	101	65,453	2,870	12,134	1,556
1961-62	4,184	104	69,928	2,956	12,217	1,577
1962-63	4,557	121	72,327	2,965	13,910	1,645
1963-64	4,857	120	73,568	3,011	12,351	1,660
Temporary						
1956-57	1,265	19	54,966	1,445	37,674	5,406
1957-58	1,466	20	59,276	1,764	40,523	6,156
1958-59	1,634	19	64,337	2,231	49,316	6,622
1959-60	1,627	23	69,555	2,323	51,802	7,226
1960-61	1,898	27	71,698	2,428	56,064	7,920
1961-62	1,834	34	70,452	2,648	59,215	8,326
1962-63	1,938	26	77,220	2,677	60,214	9,464
1963-64	1,961	26	78,777	2,725	62,712	9,470

TABLE No. 2

Statistics regarding total number of employees in the State Services vis-a-vis number of Scheduled Castes.

Position as on	Gazetted			Non-gazetted (Sup.)			Non-Gazetted (Inf.)		
	Total	S.C.	% of 3 to 2	Total	S.C.	% of 6 to 5	Total	S.C.	% of 9 to 8
1	2	3	4	5	6	7	8	9	10
31-3-1965 . .	7,362	139	1·89	1,64,655	5,880	3·57	78,034	11,521	14·36
31-3-66 . . .	7,743	126	1·63	1,65,760	5,909	3·57	81,563	11,513	14·12

It will be seen from Table (1) that the representation of Scheduled Castes in the gazetted and non-gazetted posts, both under 'permanent' and 'temporary' headings is very much unsatisfactory. The information furnished in Table (2) for the years 1965 and 1966 relates to permanent and temporary posts together and here also it is observed that in gazetted and non-gazetted (superior) the position of representation of Scheduled Castes is very glaring. Even in the case of non-gazetted (Inferior) that the intake of Scheduled Castes is hardly up to the mark.

Public Service Commission.—There are three members in the State Public Service Commission but none of them belongs to Scheduled Castes.

Representation of Scheduled Castes in Local Bodies

The reservation orders have not so far been extended to the local bodies in the State of West Bengal.

Representation of Scheduled Castes in services under Panchayat Samities and Zila Parishads

There is no reservation for Scheduled Castes.

Role of Employment Exchange.—With a view to know the extent of availability of Scheduled Castes candidates for employment in the various posts and services under the State Government as well as under the local bodies etc. we requested the Director, National Employment Services, West Bengal, to furnish the information regarding the number of candidates available on the live registers of the various Employment Exchanges with their educational qualifications. The information as furnished by the Director, National Employment Service is given below :—

Table showing the Scheduled Castes applicants according to the educational qualification on the live registers of the Employment Exchanges as on 31st December, 1966.

Category	Total	Persons possessing Master's Degree or higher Degree	Graduates	Matrics	Non-Matrics
1	2	3	4	5	6
1. Doctors .	3	—	3	—	—
2. Engineers	15	1	13	1	—
3. Typists .	545	—	4	541	—
4. Stenographers .	16	—	1	15	—
5. Assistants/Clerks	6,384	1	693	5,687	3
6. Teachers	34	7	5	9	13
7. Craftsmen & Production process workers .	2,107	—	—	219	1,888
8. Unskilled office workers	3,854	—	—	4	3,850
9. Unskilled labourers other than office workers	17,033	—	—	—	17,033
10. Others .	4,566	41	100	898	3,527
TOTAL . . .	34,557	50	819	7,374	26,314

It will be seen from the above table that 50 postgraduates, 819 graduates, 7,374 matriculates and 26,314 non-matriculates were available for employment with the Employment Exchanges in West Bengal at the end of December, 1966.

Observations and Recommendations

(i) The Committee is surprised to know that the State Government have not applied the reservation order for recruitment of Scheduled Castes to the posts in all the categories of posts and in all the departments of the State Government. It is recommended that urgent steps may be taken to extend the reservation orders to all the State Services.

(ii) The Committee has observed that there is no machinery at the State level to ensure strict observance of the reservation orders and it is, therefore, recommended that an employment cell should be established to verify adherence to instructions and orders issued regarding the reservation of vacancies for Scheduled Castes by Government, Semi-Government and public undertakings and local bodies.

(iii) A booklet should be printed by the State Government indicating the latest circulars issued by the State Government for reservation of posts for Scheduled Castes.

(iv) To fill in the reserved posts in the various State services, the State Government should start a pre-examination training centre for imparting necessary training to Scheduled Castes so that they may qualify in the various competitive examinations for entry in State Services.

(v) The Directorate of National Employment Services should organise for Scheduled Caste applicants on the live registers of the various employment exchanges coaching and training at suitable places in the State to train the Scheduled Castes in trades like typing, stenography etc. to increase their employment opportunities.

(vi) The Scheduled Caste applicants who are called in for interview/examination should be paid travelling allowance on the lines of the Central Government.

(vii) Concession in fee should be given to the Scheduled Castes in case where some fee is prescribed for posts advertised by the State Public Service Commission, State Government offices and statutory organisations etc.

(viii) The State Government should issue instructions to all the heads of departments to indicate clearly the posts reserved for Scheduled Castes when notifying the vacancies to the Employment Exchanges.

(ix) The unfilled reserved vacancies of Scheduled Castes should be carried forward for two years on the analogy of the Central Government.

Reservation in services for Scheduled Castes —population basis

2.148. The table below gives the percentage of Scheduled Caste population to total population of the State/Union Territory, based on 1961 census and the percentage of reservation made for Scheduled Castes in State's services and posts :

Sl. No.	Name of the State/Union Territory	Population of Scheduled Castes according to 1961 Census	Percentage of Scheduled Caste population to total population of the State/Union Territory.	Percentage of reservation for Scheduled Castes in services and posts.
1	2	3	4	5
1.	Andhra Pradesh	49,73,616	13·82	14·0 in all Classes
2.	Assam	7,32,756	6·17	7·0 in all Classes
3.	Bihar	65,04,966	14·04	12·5 Class I, II, III 25·0 Class IV
4.	Gujarat	13,67,255	6·63	
	Old Bombay	9,34,574 (S.C.) 27,07,959 (S.T.)	6·7 (S.C.) .. 19·1 (S.T.)	12·5 Class I & II for S.C. & S.T. 6·0 Class III 7·0 Class IV

1	2	3	4	5
	Saurashtra	3,69,580 (S.C.) 13,966 (S.T.)	6·5 (S.C.) 0·24 (S.T.)	5·0 Class I, II, III for S.C. & S.T. in vacancies advertised through public Service Commission. 10·0 Class I, II, III for S.C. & S.T. in all other vacancies. 6·25 Class IV
	Kutch	63,101	9·2	12·5 Class I, II, III & IV filled in by open competition 16·⅔ Class I, II, III & IV otherwise by open competition
5.	Jammu & Kashmir	2,84,131	7·98	According to percentage of Scheduled Caste population in District, Region and State.
6.	Kerala	14,34,817 (S.C.) 2,07,906 (S.T.)	8·49 (S.C.) 1·2 (S.T.)	10·0 Combined for Scheduled Castes and Scheduled Tribes.
7.	Madhya Pradesh	42,53,024	13·14	15·0 Class I & II 16·0 Class III & IV
8.	Madras	60,67,327 2,52,646	18·1 (S.C.) 0·75 (S.T.)	16·0 Combined for Scheduled Castes and Scheduled Tribes.
9.	Maharashtra	22,26,914 (S.C.) 27,89,501 (Neo-Buddhist)	5·63 (S.C.) 7·05 (Neo-Buddhist)	13·0 Combined for Scheduled Castes and Scheduled Castes converts to Buddhism.
10.	Mysore	31,17,232	13·22	15·0 in all Classes
11.	Nagaland	126	0·04	Nil
12.	Orissa	27,63,858	15·75	16·0 in all Classes
13.	Punjab*	41,39,106 (S.C.) 14,132 (S.T.)	20·38 (S.C.) 0·07 (S.T.)	20·0 Combined for Scheduled Castes and Scheduled Tribes.
14.	Rajasthan	33,59,640 (S.C.) 23,09,447 (S.T.)	16·67 (S.C.) 11·46 (S.T.)	12·5 Class I, II & III Combined for Scheduled Castes & Scheduled Tribes. 15·0 Class IV
15.	Uttar Pradesh	1,53,99,881	20·88	18·0 (25% in Ministerial Services and 45% in inferior services till the prescribed quota of 18% is reached).

*Before reorganisation of Punjab State.

1	2	3	4	5
16.	West Bengal	68,90,314	19·73	15·0 in all Classes
17.	Dadra & Nagar Haveli	985	1·70	2·5 in all Classes
18.	Delhi	3,41,555	2·85	12·5 Class I & II 16·6 Class III & IV
19.	Himachal Pradesh	3,69,916	27·38	12·5 Class I & II 22·5 Class III & IV
20.	Manipur	13,376	1·71	12·5 Class I & II 2·5 Class III & IV
21.	Pondicherry	56,846	15·40	12·5 in all Classes
22.	Tripura	1,14,725	10·48	7·5 in all Classes

It will be seen from above that the percentage of posts reserved for Scheduled Castes in all categories of posts in the States of Madras, Punjab, Rajasthan, Uttar Pradesh, West Bengal, Himachal Pradesh, Pondicherry and Tripura and in Class I, II and III posts in Bihar and Class III posts in old Bombay area of Gujarat is less than their percentage of population to total population of the State/Union Territory according to the 1961 Census. In old Bombay Area and Saurashtra Region of Gujarat State, combined reservation for Scheduled Castes and Scheduled Tribes is made in vacancies filled through Public Service Commission in Class I and II and Class I to IV respectively which is less than the total percentage of population of the Scheduled Castes and Scheduled Tribes in those areas of the State. Though the percentage of Scheduled Caste population to the total population of the country is 14.67% according to 1961 Census, the Government of India have provided 12.5% reservation for Scheduled Castes in vacancies filled in through direct recruitment on all-India basis. No reservation has been made for Scheduled Castes in services by the Government of Nagaland.

2.149. It is very unfortunate that after the merger of Goa, Daman and Diu and functioning of the popular Government in that Union Territory for the last so many years the list of communities which suffer from tangible social disabilities has not been finalised by the Government of India and thus the members belonging to such communities have been handicapped and deprived of the privileges which they are entitled to under the Constitution. No reservation has been made for them in services although under the Constitution posts can be reserved for members of such communities if in the opinion of the Administration they are not adequately represented in the services even if they are not declared as Scheduled Castes. *It is, therefore, recommended that it is most essential that the Government should take necessary steps and see that the list of Scheduled Castes relating to Goa, Daman and Diu is finalised and persons belonging to these communities are given educational and such other facilities to which they are entitled immediately.*

2.150. *The Committee would recommend that the States/Union Territories of Madras, Punjab, Rajasthan, Uttar Pradesh, West Bengal, Himachal Pradesh, Pondicherry and Tripura should raise the percentage of reservation for Scheduled Castes in posts and services under their control in accordance with their percentage of population to the total population of the State/Union Territory. We also recommend that the Government of Bihar should raise the percentage of reservation for Scheduled Castes in Classes I, II and III posts from 12.5% to 14.0% according to their percentage of population. The Government of Gujarat should also raise the percentage of reservation in Class III posts in old Bombay area for Scheduled Castes from 6.0% to 7.0%. In the same area, it is necessary to raise in Class I and II services the existing combined reservation of 12.5% for Scheduled Castes and Scheduled Tribes to 26% on the basis of the combined percentage of population of Scheduled Castes and Scheduled Tribes in that area. Similarly in the Saurashtra region of the State the reservation for Scheduled Castes in Classes I, II and III vacancies filled in through Public Service Commission should be raised from 5% to 7%. In case of Class IV services the existing percentage of reservation for Scheduled Castes in services and posts should be raised from 6.25% to 6.50%. The Government of India should also consider the desirability of raising the percentage of reservation for Scheduled Castes in posts and services to which direct recruitment on All-India basis is made to 15% in accordance with their percentage of population.*

Increase in percentage of reservation for Scheduled Castes in posts and services.

2.151. *We would recommend that it would be better as a long range policy to see that within a specified period, say 10 years, the percentage of reservation in vacancies for Scheduled Castes in various posts and services is adequately reached. It would not be possible to increase their intake in services until the percentage of reservation fixed for them in various services is suitably raised.* The Committee has, during its tour, come to know that considerable number of qualified Scheduled Caste candidates are available for employment for various categories of jobs. These candidates cannot be appointed by the appointing authorities because sufficient number of posts are not reserved for them. *We would, therefore, recommend that reservation of posts for Scheduled Castes in Classes I, II, III and IV services in Government of India, State Governments, Union Territories, Public Undertakings etc. should be raised from the existing percentages to 25% in class I, 30% in Class II, 35% in Class III and 40% in Class IV. Any State Government which has made reservation in excess of these percentages in services in favour of Scheduled Castes may continue to do so. The Committee would like to caution that mere increase in the percentage of reservation in posts and services for Scheduled Castes will not serve any purpose until the orders are implemented effectively and a sincere effort is made by the appointing authorities to recruit Scheduled Caste persons. The increased percentage of reservation should continue until the Scheduled Castes reach representation in each cadre of services according to the percentage of their population to the total population of the State.*

Representation of Scheduled Castes on Service Commission.

2.152. We were, however, shocked to hear the views of a Chairman of State Public Service Commission who was totally opposed to the principle of reservation for Scheduled Castes in posts and services. Under such circumstances how can any-body expect justice and reasonable recruitment of Scheduled Caste candidates in Government services and therefore under the pretext of "unsuitability" deserving candidates belonging to these communities are not appointed. *We would, therefore, suggest that there must be not less than one member of Scheduled Caste on all the recruitment boards like Union Public Service Commission, State Public Service Commissions, Railway Service Commission and all other appointing Boards and Committees. In so far as recruitment is made to services and posts by authorities other than Commissions and boards we would recommend that no appointing authority should be allowed to make appointment, even on an* ad hoc *basis, of a non-Scheduled Caste candidate against a reserved post without obtaining the permission of the Government. We further recommend that if a vacancy reserved for the Scheduled Castes is filled in by a person not belonging to that community and good reasons for this are not recorded and communicated to the Government, by the appointing authority, a censure should be recorded in the character roll of the officer who made the appointment. If the officer becomes liable a second time for a censure, then he should be put under proceedings with a view to stop his increment for one year.*

Recruitment Board

2.153. The factual information given in the preceding paras in respect of the States which have been visited by the Committee clearly shows that in spite of the reservation orders, grant of concessions to Scheduled Castes to enter into Government services, the representation of Scheduled Castes continues to be most unsatisfactory even after 19 years of Independence. The position in regard to the representation of Scheduled Castes in local bodies, public undertakings (both Centre and State), Semi-Government bodies, Statutory Bodies, etc., is also not satisfactory. With all the good intentions on the part of the State Governments and various Union Territory Governments/Administrations to increase the representation of Scheduled Castes, we found during our tours that the order issued on the subject from time to time are not fully carried out. The Committee was told at many places that suitable Scheduled Caste candidates are not available to fill in the reserved posts. The Committee during the tour, however, learnt that qualified candidates, both for technical and non-technical posts, belonging to these communities were available according to the information furnished by the Employment Exchanges and the representatives of the Scheduled Castes.

2.154. The Seminar on Employment and Training held by the Planning Commission in 1964, recommended that an authority fully vested with power to nominate candidates against reserved vacancies should be established. During our tours, we found

that this recommendation of the Seminar has not been considered carefully by the State Governments and no steps have been taken to implement it. *Taking into consideration the apprehension in the minds of the Scheduled Castes, the availability of educated Scheduled Caste persons and the reserved posts remaining unfilled by candidates of the categories for which the posts are reserved, the Committee would reiterate the suggestion made by the Seminar on Employment and Training and recommend that a Recruitment Board should be set up at the State level to nominate suitable candidates belonging to these communities for filling in the reserved posts outside the purview of the Public Service Commission. All posts reserved for Scheduled Castes which do not fall within the purview of the Public Service Commission should be intimated by the various departments to the Board at the State level, alongwith the qualifications prescribed and the nature of duties pertaining to the particular post. The Board should be regularly supplied with particulars of the Scheduled Caste candidates registered in the various Employment Exchanges. Besides, the Scheduled Caste candidates should be allowed to get themselves registered with the Board directly also. The Board may held periodical tests and examinations with a view to categorise the different Scheduled Caste candidates for the various posts. The State Governments should examine how far this Board can be further decentralised by establishing them at the District level. The Board should keep a list of suitable Scheduled Caste candidates ready and submit their names to the appointing authorities as soon as notice is received of a vacancy and the nominated candidates should be appointed by the authorities concerned. We are sure that by the creation of the Board, it will be possible for all the Departments of a State Government to get suitable candidates belonging to these communities and if qualified persons are not available to fill in the reserved posts, steps can be taken by the Governments concerned, to start coaching classes for the Scheduled Caste candidates to fill in the reserved posts.*

Coaching Classes

2.155. The suggestion for starting coaching classes, we observe, has been made by the Commissioner for Scheduled Castes and Scheduled Tribes and many other bodies earlier. There are certain apparent difficulties in starting coaching classes. Facts and figures about the persons who need such help are generally not available. By establishing the Recruitment Board it will be possible to find out the names and number of Scheduled Castes persons who need coaching and in what subjects. *We, therefore, recommend that the State Directors of Employment and Training should organise suitable training classes in typing, stenography, accountancy etc., etc., to make the Scheduled Caste candidates acceptable to the public and private employers. Short courses in general knowledge and interview approach for candidates who have to appear before the appointing authorities, may also, be arranged. The Scheduled Caste candidates undergoing training must be paid suitable stipend during the training period.*

Pre-Examination Training Centre

2.156. *Side by side of the coaching classes which should be started by the State Directors of Employment and Training, we recommend that a pre-examination training Centre may be established in each State on the lines of Kerala to give coaching to enable Scheduled Caste students to sit in various competitive examinations for entry into gazetted and non-gazetted services.*

Manual of Instructions

2.157. During the discussion with the various State Government officials, it was revealed that many departments were ignorant about the instructions issued by the Government regarding representation of Scheduled Castes in services from time to time, especially the carry forward rule, maintenance of communal rosters etc. In some cases we were given to understand that the Departments did not even have a complete set of various Government circulars issued on the subject. In certain other cases where the State Government officials were aware that such orders have been issued, they were unable to explain correctly, when Committee discussed with them the various details of reservation orders which showed that they had not perhaps understood the implications of the orders. *Implementation without properly understanding the reservation orders may be prejudicial to the interests of the Scheduled Castes as well as others. It is, therefore, suggested that a manual of instructions containing various orders regarding reservation etc. issued by the State Government from time to time should be printed and supplied to every appointing authority. The manual should be on the lines of the brochure issued by the Government of*

India, Ministry of Home Affairs. The Committee found that the Government of Bihar and Maharashtra have printed a manual of instructions and supplied it to their officers. We strongly recommend that the other State Governments should also follow suit.

Employment Cell

2.158. As we have mentioned in the opening paragraph of this Chapter most of the State Governments have prescribed periodical returns but unfortunately these returns are not sent regularly nor are they examined carefully. These returns are either collected by the Director, Social Welfare/ Harijans Welfare Departments or the Appointments Department in the various States. The Government officials concerned with these Departments who met the Committee could not satisfy us on the point whether these returns are examined and what action is taken after this examination. We feel that these returns are irregularly received and are not properly checked and discrepancies pointed out in case of defaults. In many States, statistics are also not maintained by the concerned Department which receives the returns from various Departments. It is due to the absence of an effective check that many State Governments have not been able to furnish to the Committee complete figures regarding the actual representation of the Scheduled Castes in services under them. Otherwise, there is no reason for any State Government to feel difficulty in furnishing the statistics for a couple of years, if these had been maintained properly. The need for the maintenance of these statistics properly and the correctness of these returns cannot be over emphasised. The statistics if maintained properly can provide to the State Governments at any time a clear picture with regard to the implementation of their own orders regarding reservation issued from time to time. We cannot ignore the fact that *in spite* of the existence of fulfledged departments in most of the States to look after the welfare of Scheduled Castes and a clear cut Government policy regarding reservation of posts for Scheduled Castes in services, much remains to be done for them.

2.159. *Based on the above discussion the Committee is convinced that there is an urgent need for the creation of an 'Employment Cell' in each State in the Directorate of Social/Harijan Welfare. The Employment Cell while working under the immediate control of Director of Social Welfare will be under the administrative control of the Department of Social/Harijan Welfare. In order that this Cell may be able to function more effectively the Director of Social Welfare may submit to the Chief Secretary to Government quarterly report in a consolidated manner indicating as to what extent the various Government Departments/Offices follow the reservation orders while making appointments along with the reasons furnished by those Departments/Offices for not observing the reservation orders for appropriate action by the Government. The functions of the Cell would be as below :—*

(i) *To inspect periodically the various Departments/Offices of the Government, local bodies, Public Undertakings, Panchayati Raj institutions, Semi-Government bodies, Statutory bodies etc., etc., for verification and adherence to instructions and order regarding reservation of vacancies.*

(ii) *To give wide publicity regarding employment opportunities available from time to time for candidates belonging to Scheduled Castes in the State Civil Services and also in Government Undertakings, etc.*

(iii) *To be in continuous liaison with the officers of the Director of National Employment service and his net work of Employment Exchanges in order to remove difficulties coming in the way of candidates belonging to Scheduled Castes utilising the reserved vacancies for these classes.*

(iv) *To correlate training and educational facilities with employment opportunities likely to become available in future, to work out programmes and policies for these purposes.*

(v) *To explore new avenues for absorption of Scheduled Castes in the State Services and private and public undertakings etc. The Officer-in-charge of the proposed cell, who will undertake regular tours will, besides ensuring the implementation of reservation orders, try to find out the future requirement of the various offices, and make such information available to the Recruitment Board suggested by us.*

(vi) *To suggest amendments or issuance of new orders regarding reservation on the basis of inspection of various Departments/Offices.*

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(vii) *To help the various offices to find suitable Scheduled Caste candidates through the Recruitment Board.*

(viii) *Compilation of a manual of instructions regarding reservation orders, keeping it uptodate and supplying it to the various Appointment authorities.*

(ix) *To receive a copy of the prescribed return, scrutinise it and compile statistics on the Recruitment of Scheduled Castes in Government posts in various Government Departments and Public Undertakings, Semi-Government, local and Statutory Bodies.*

2.160. This cell may be placed under the charge of an Assistant Director who should not be given other duties those outlined above. The Assistant Director should work under the immediate control of the Director of Social Welfare/Harijan Welfare. The following staff may be sufficient to man the the proposed Cell :—

Assistant Director	One
Statistical Assistant	One
Inspecting Assistants	Two
Clerk-*cum*-typist	One
Stenotypist	One
Peon-*cum*-Daftry	One

Review Committee at State level

2.161. *We would also recommend that there should be a Committee at the State level for a constant review of the performance of each Department in the matter of carrying out the reservation order in filling in the vacancies. The Committee should not only review the work of the Government Departments but also examine the observance of reservation orders by the Semi-Government and Local Bodies, Public Undertakings, Panchayati Raj Institutions, High Courts and Subordinate Courts, etc. This Committee should be presided by the Minister incharge of Welfare as its Chairman and a few members of Scheduled Castes in the legislature and outside it. The Chief Secretary of the State Government should also be one of the members of the Committee and the Secretary, Department of Social Welfare/Harijan Welfare should work as Secretary. The Report of the Committee should be placed before the State legislatures for discussion every year. While making this recommendation we are fully aware that in every State there is a State Advisory Board to advise the State Government on the welfare of Scheduled Castes and the question of adequate representation of Scheduled Castes in services may also come up before this Board in one form or the other. We have also seen that some State Advisory Boards do not meet regularly and at times action is not taken on the resolutions passed by the Board. We, therefore, feel convinced that until this problem is discussed by a special Committee constituted for this purpose at the State level and its report placed in the State legislatures, the problem will not receive adequate importance and attention of the Government as well as the public.*

Notification of vacancies to Employment Exchanges—Amendment in the rules.

2.162. It will be seen from the State-wise discussion in the preceding paras that the Government employers do not indicate to the Employment Exchanges clearly the number of posts that are reserved for members of Scheduled Castes when writing to the Employment Exchanges for submitting suitable persons to fill in the vacancies in their offices. Before coming into force of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959, the State Governments had issued instructions from time to time regarding the manner in which the vacancies should be notified to the Employment Exchanges. The requirements in regard to notification of vacancies etc. to the Employment Exchanges have been placed on a statutory footing after coming into force of the above mentioned Act and it is imperative that the provisions of the Act and the rules thereunder are strictly adhered to. The salient provisions of the Act and the rules in so far as they affect requirement of Scheduled Castes to Government services are given below :—

"4(1) After the commencement of this Act in any State or area thereof, the employer in every establishment in public sector in that State or area shall, before filling up any vacancy in any employment in that establishment, notify that vacancy to such Employment Exchanges as may be prescribed.

(2) The appropriate Government may, by notification in the Official Gazette, require that from such date as may be specified in the notification: the employer in every establishment in private sector or every establishment pertaining to any class or category of establishments

in private sector shall, before filling up any vacancy in any employment in that establishment, notify that vacancy to such Employment Exchanges as may be prescribed, and the employer shall thereupon comply with such requisition.

(3) The manner in which the vacancies referred to in sub-section (1) or sub-section (2) shall be notified to the Employment Exchanges and particulars of employments in which such vacancies have occurred or are about to occur shall be such as may be prescribed.

(4) Nothing in sub-sections (1) and (2) shall be deemed to impose any obligation upon any employer to recruit any person through the employment Exchange to fill any vacancy merely because that vacancy has been notified under any of those sub-sections".

The term "establishment in public sector" means an establishment owned, controlled or managed by—

(1) the Government or a department of the Government;

(2) a Government company as defined in section 617 of the Companies Act, 1956;

(3) a corporation (including a co-operative society) established by or under a Central, Provincial or State Act, which is owned, controlled or managed by the Government; and

(4) a local authority.

In other words all appointing authorities in the different departments of Government, Statutory Corporations and local bodies have to notify vacancies occurring in their establishments to the Employment Exchange unless the vacancies come under the exempted categories mentioned in Section 2 of the Act.

2.163. It is noticed that the Ministry of Labour and Employment in the Gazette of India dated the 18th March, 1960 published draft of certain rules in exercise of the powers conferred by the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959. These draft rules indicate the form and manner of notification of vacancies to the Employment Exchanges.

The relevant Clause 4(9) reads as follows :—

"Whether there is any obligation or arrangement for giving preference to any category of persons in filling up the vacancies ?"

It is observed that the above mentioned clause as such was later notified by the Government of India on 26th April, 1960.

2.164. During our tours in the various States as mentioned earlier we were repeatedly informed that the Government employers do not indicate the number of posts reserved for Scheduled Castes to the Employment Exchanges. We have noted that when the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 came into force some of the State Governments like Mysore asked all the employing authorities to reserve posts for Scheduled Castes and Scheduled Tribes in accordance with the rules in force and notify to the Employment Exchanges at the time of notification of vacancies were reserved for Scheduled Castes and Scheduled Tribes. Similar instructions the Committee, believes, must also have been issued by other State Governments. But in actual practice the Government employers did not carry out those instructions. The real difficulty we feel is that the Clause No. 4(9) referred to above included in the requisition form is not very clear. We took up this case in Madhya Pradesh with the Director of Employment and Training who at our instance have since issued instructions to all the Employment Officers that they should be vigilant and if the requisitions received from the State Government employers contain vague entry they should be returned to them at once for giving the details of the category and the number of vacancies that are actually reserved for members of Scheduled Castes. *The Committee is, however convinced that mere issue of instructions is not going to improve matters until and unless the Clause in question is suitably revised so as to leave no loop-hole for the employers to commit any mistake. The Committee would therefore, recommend that the existing Clause No.* 4 (9) *in the rules notified under Section* 10 *of the Employment Exchanges (Compulsory Notification of Vacancies) Act,* 1959 *should be revised as follows :—*

(i) *Number of vacancies reserved for Scheduled Castes/Tribes or any category of person;*

(ii) *Preference if any to Scheduled Castes/Tribes or any category of person.*

The Committee hopes that the Government of India would consider the above sugges-

tion and try to remove the lacuna in the prescribed form as early as possible.

2.165. *In addition to the suggestions made above the Committee would recommend that the following steps should also be taken by all the appointing authorities:*

(i) *Every Government Department while approaching the State Public Service Commission for selection of candidates should clearly indicate the existing percentage of Scheduled Castes in the category of posts concerned for which selection is going to be made so that the existing deficiency in the representation of Scheduled Castes is brought to the pointed attention of the members of the Service Commission.*

(ii) There are many cases of Scheduled Caste applicants who are not in a position to go to the Employment Exchanges for registration of their names. *It is, therefore, recommended that Scheduled Caste applicants may be helped by the officers of the Harijan and Social Welfare Departments in filling up the necessary form alongwith the prescribed certificates and forward the same to the Employment Exchanges for registration. Immediately on receipt of the completed forms from the officers of the Harijans and Social Welfare Departments the names of the Scheduled Caste applicants should be registered by the Employment Exchanges. The Scheduled Caste applicants should also be allowed to be registered with District Social Welfare/Harijan Welfare offices for employment as in vogue in the States of Mysore and Maharashtra.*

(iii) We have observed that in some States like Andhra Pradesh, Madhya Pradesh and Madras full remission of fees is given to the Scheduled Caste candidates at the time of submitting their application forms for recruitment. In certain other States like Bihar, Kerala and Mysore and the Union Territories the Scheduled Castes are required to pay ¼th of the prescribed application fee. *We recommend that it would be better to totally exempt the Scheduled Castes from the payment of application fees which would encourage the candidates belonging to these communities to apply in large number.*

(iv) We have observed that at times in the advertisement which are issued for filling in the vacancies reserved for Scheduled Castes it is mentioned that if suitable candidate is not available the post will be treated as unreserved which discourages the Scheduled Caste persons to apply for such posts, even if they fulfil the prescribed qualifications. Besides, at times the appointing authorities mentioned that all things being equal, prefercence will be given to Scheduled Caste candidates which also make Scheduled Caste candidates less enthusiastic to apply for reserved posts. Whenever suitable Scheduled Caste candidates are not available to fill in reserved posts, such posts, no doubt, are treated as un-reserved and filled by candidates belonging to other communities. This process, however, should take place after the appointing authorities have made all possible efforts to locate qualified scheduled caste persons to fill in the posts reserved for them. The prior anticipation on the part of the appointing authorities that qualified candidates belonging to Scheduled Castes may not be available might make the recruiting authorities to apply standards of suitability in a manner deterimental to the interests of Scheduled Castes. *We, therefore, recommend that in the advertisement it should not be mentioned that if suitable candidates are not available the post will be treated as unresrved. The various concessions like relaxation in age, marks, etc., etc., should also be clearly mentioned in the advertisements.*

(v) A large number of officers are sent abroad for receiving specialised training in different fields of administration and under different programmes. *We recommend that 25% reservation should be made for Scheduled Caste officers at the time of sending officers for training outside India by the State and Central Government.*

(vi) During our tour we have found that the State Governments have not uniformally applied the reser-

vation orders in favour of Scheduled Castes for posts and services under the control of the local bodies. *It is recommended that the State Governments should examine the desirability of extending the reservation orders to the local bodies as are applicable to other State services wherever it has not been done.*

(vii) *The Committee regrets to say that the reservation orders are not being followed by all the High Courts in services under their control and wherever it has been applied the representation of Scheduled Castes is not satisfactory. The High Courts being the custodian of justice should extend and implement the reservation orders for posts and services under them on the basis of orders in force in the State concerned.*

(viii) Considering the rapid industrialisation of our country employment opportunities are arising in large number in the public sector undertakings. There are, however, a number of public undertakings which do not follow the reservation orders while making appointments in posts and services under their control in favour of Scheduled Castes. *It is recommended that it should be made obligatory on the part of all State Public Undertakings to extend the reservation orders in all classes of services under them.*

(ix) *The State Governments which have not prescribed a roster indicating clearly the vacancies that are to be reserved for Scheduled Castes should do so immediately to ensure that the claims of Scheduled Castes are not ignored by the appointing authorities by making piecemeal recruitment. We also recommend that like Bihar, U.P., Punjab, Andhra Pradesh the other States should reserve in the roster either 1st or 2nd vacancy for Scheduled Castes.*

(x) The Committee has noted that the Supreme Court has not declared the principle of carry forward of reserved vacancies as unconstitutional. Only if in any recruitment year the number of normal reserved vacancies exceeds 50% of the total vacancies the carry forward rule is capable of offending against the provisions of Articles 16(1) and 16(2) of the Constitution. *We, would, therefore, recommend that the State Governments concerned should accept the rule of carry forward of vacancies reserved for Scheduled Castes to the maximum possible extent within the broad principle, laid down in the decision of the Supreme Court.*

(xi) We have observed that the Government of India and the State Governments of Kerala and Madhya Pradesh have issued orders for giving travelling allowance concessions to the Scheduled Castes candidates at the time of appearing for interviews. *We would recommend that the State Governments which do not give this facility to the Scheduled Castes consider the advisability of affording similar facility on the lines of the Central Government.*

PART V

NEED FOR REORGANISATION OF THE PRESENT SET-UP OF THE OFFICE OF THE COMMISSIONER FOR SCHEDULED CASTES AND SCHEDULED TRIBES

The Commissioner's Office was created in November, 1950 as per the provisions of Article 338 of the Constitution. Initially he was given the status of a Secretary of a Ministry of the Government of India. The first Commissioner raised the question of his independent status from the very begining and it was decided by the Government of India that the status of his office was to be the same as that of any other statutory office (as categorically stated in the Commissioner's second report for the year 1952). He was also declared "Head of a Department". He was, however, attached to a Minister for the purpose of Parliamentary work only. But this position appears to have continued only up to the year 1956-1957. A perusal of the Commissioner's annual reports since 1957-58 reveals a reversal of the Government's earlier decision regarding the status of the Commissioner. In his 1958-59 Report, the Commissioner mentions the recommendations of the Study Team on Welfare of Backward Classes (1959) as well as of the Estimates Committee (2nd Lok Sabha, 48th Report, 1958-59) for according an independent status to the Commissioner's Organisation. The Estimates Committee was particularly critical about the assignment of non-statutory functions to the Commissioner's office. The first Commissioner maintained up to his last reporting year. *i.e.* 1960-61, that it was desirable to attach 'adequate statutory defined powers' to the post.

That the Government was undermining his position was further confirmed by the Commissioner's disclosures that on the one hand he was gradually being saddled with non-statutory functions which were later given the respectable caption of 'developmental functions', on the other, his organisation was excluded from certain coordinating committees, and he was not being associated with the policy decisions taken by the Government with regard to the welfare of the Scheduled Castes and Tribes.

The question of the status of the Commissioner was raised time and again in the Parliament also and the Minister concerned went to the extent of asserting that the Commissioner was administratively under his Ministry and that he was just an officer of his Ministry.

It is surprising that in spite of the Commissioner's recorded stand up to the end of 1961, it was stated in a Ministry of Home Affairs O.M. dated the 19th February, 1960 that "the Government have obtained the views of the Commissioner on this recommendation (by the Estimates Committee) and reviewed the whole position. They find that the Constitution does not contemplate giving the Commissioner for Scheduled Castes and Scheduled Tribes an independent status like that of the U.P.S.C. or the Election Commission". The Government also strongly justified the assignment of non-statutory functions of the Commissioner in respect of which he was made directly subordinate to the Ministry concerned (*vide* 137th Report of the estimates Committee —2nd Lok Sabha, pp. 50-51).

Thus the Commissioner's organisation was gradually being reduced to the position of a subordinate office of the Government of India with the result that he became powerless not only in respect of the various State Governments but even with the various Departments/Offices of the Central Government. He has been powerless even to collect the basic and requisite data for his assessment in fulfilment of his constitutional duties. His annual reports are a record of his bewailings and beseachings year after year.

In the context of such a background, the Government's further action in the shape of *the 1967 reorganisation* of the Commissioner's office was thoroughly unjustified and even contrary to the basic intentions of the Constitution matters. Even though it was stated in the Departmental note on the scheme of the 1967 reorganisation that the matter was discussed with the Commissioner and he agreed to the new scheme, it is abundantly clear from a note circulated by the concerned Commissioner at the

time of reorganisation that he was definitely opposed to the Government's scheme of reorganisation. He quoted the Law Ministry's views expressed as far back as 1951 in support of his sound ideas about the Commissioner's organisation—that it is necessary from the constitutional point of view that the Commissioner should have his own staff to ascertain fact relating to the working of the safeguards provided in the Constitution. The Commissioner disclosed that even under the scheme evolved in 1956-57, the replacement of the Commission's field organisation by that under the administrative Ministry was never contemplated. A compromise solution was worked out for smooth functioning of the two organisations, but the scheme actually did not work. It was obvious that the combination of the constitutional duties of the Commissioner with developmental functions was incompatible. Abolition of the field organisation under the Commissioner and utilisation of the saving for setting up a field organisation under the Department of Social Welfare, was however, not the correct solution. *The important question is whether the Commissioner can effectively and adequately attend to the duties entrusted to him under Article* 338 *of the Constitution without a field organisation.*

India is a vast country comprising a large number of States and Union Territories spread over an area of over 3 million sq. kms. The population of the Scheduled Castes and Tribes, whose safeguards are required to be watched by the Commissioner, is well over 10 crores, and the problems of these communities created by social injustice, isolation and exploitation are numerous and most complicated. The areas inhabited, particularly by the Scheduled Tribes are not easily accessible. Apart from the general problems created by the vastness of the country and the number of people involved, it is to be emphasised that each State has its own peculiar problems, and most of the complaints and grievances are naturally written in the local regional language. Hence the necessity of the local representative of the Commissioner in each State.

Moreover, the Commissioner has to look into the working of the policies not only of the Central Government but also of the State Governments and to form his opinion about impact produced by these policies. For this purpose, a Regional Organisation located within the State is indispensable. With the abolition of the regional organisation under the Commissioner and its replacement by a regional organisation under the Department of Social Welfare, the zonal organisation has, *ipso facto,* been precluded from looking into the schemes and policies of the State Government within the field of welfare of backward classes because it is confined to only the centrally sponsored schemes and projects. Thus an important field (of work for the Commissioner) has been left uncovered under the present set up. This cannot obviously be covered adequately by sending out officers on tour from the Headquarters Organisation of the Commissioner to different parts of the country.

Further, while under protection of the Constitution, the critical approach by the Commissioner and his local representative is accepted and not presented by the State Government, the same cannot apply to the field organisation under the Department of Social Welfare.

Lastly, while the Commissioner's organisation is not the proper medium for carrying out an evaluation on behalf of the administration Ministry, it is nonetheless to make its own evaluation from its own point of view and for its own purposes. The Commissioner has to collect the relevant data, study them and make his own assessment and evaluation. Hence the Commissioner must have his own organisation, as classified by the Law Ministry.

The Department of Social Welfare argues that the Commissioner can always call upon the Director General's organisation to collect the data required or even to make enquiries on specific complaints or issues. But the Commissioner's constitutional duties involve criticising the policies and actions of the Government, both Central and States, and for this reason alone, if not for any other, it is necessary that he should have his own Organisation to check up the data obtained from various sources rather than exclusively depend on data supplied by Central and State Government agencies.

About the duties and ways of functioning of the Commissioner's Organisation as stated in the Department of Social Welfare's note on the 1967 reorganisation scheme, the fact is that the position has been over-simplified to the extent of even distortion. The field organization of the Commissioner actually associated themselves with the socio-economic problems of the Scheduled Castes and Tribes. The fact that an officer designated as Deputy Commissioner for Scheduled Castes and Scheduled Tribles, avail-

able within the State, could be approached with complaints, grievances or could give useful information became well-known over the years not only to Scheduled Castes and Tribes but also to voluntary organisations, M.Ps., and Members of State Legislatures. Abolition of the entire organisation all of a sudden has visibly created a vacuum with its repurcussions on public opinion. The Deputy Commissioners functioned very usefully for solving the local problems of Scheduled Castes and Tribes. In many cases they acted very effectively in securing redressal of grievances. They were no longer mere information collecting agencies. They were actively involved in the socio-economic problems of the Scheduled Castes and Tribes which the Constitutional provisions have sought to solve. It may not be a shear stretch of imagination that the occurrence of a large number of atrocities on the Scheduled Castes particularly in various parts of the country over the last one year or so was possible even without definite and detailed information in the absence of the field representatives of the Commissioner.

The Constitutional responsibility of the Commissioner has made it necessary that he should have a field organisation spread all over the country so that there may be a machinery for receipt of complaints and grievances and looking into them and for making on-the-spot enquiries where necessary, as also for maintaing contacts with the Scheduled Castes and Tribes with a view to explaining to them the measures introduced for their welfare and also for finding out from them how far the measures have fulfilled their expectations.

These objectives cannot be effectively achieved by limiting the Commissioner's organisation to a Headquarters Organization at Delhi. He must have his eyes and ears in the shape of the Regional Representatives.

We, therefore, strongly recommend that the Commissioner's organisation must not only be given a really independent status with clearly defined and codified powers, responsibilities and jurisdiction of actions, but his field organisation as existing before the 1967 reorganisation must also be immediately restored, further strengthened and systematised.

New Delhi:
30-1-1969.

Sd/- L. Elayaperumal
30-1-1969
Chairman
Sd/- B. K. Gaikwad
Vice Chairman
Sd/- S. M. Siddayya
Sd/- C. Dass

APPENDIX I

(To be substituted for Resolution Bearing Same Number and Date)

No. 14/5/64-SCT. II

GOVERNMENT OF INDIA

DEPARTMENT OF SOCIAL SECURITY

New Delhi, the 27th April, 1965

7th Vaisakha, 1887

RESOLUTION

In pursuance of the recommendation made by the Central Advisory Board for Harijan Welfare, the Government of India have decided to constitute a Committee to examine the question of untouchability as also the problem of Economic Uplift of Scheduled Castes.

2. The Committee will consist of the following :

1. Shri L. Elayaperumal, M. P. (Madras)—*Chairman*
2. Shri C. Das, M. P. (Andhra Pradesh)—*Member*
3. Shri R. Achuthan, M. P. (Kerala)—*Member*
4. Shri B. K. Gaikwad, M. P. (Maharashtra)—*Member*
5. Shri P. L. Majumdar, President, Gujarat Harijan Sevak Sangh, Ahmedabad (Gujarat)—*Member*
6. Shri Narain Din (Uttar Pradesh)—*Member*
7. Shri V. V. Vaze, Deputy Legal Advisor, Ministry of Law—*Member*.

3. Shri S. K. Kaul, Assistant Commissioner for Scheduled Castes and Scheduled Tribes, Jaipur, will be the Secretary to the Committee.

4. The Committee will have powers to coopt more members as and when necessary. The Committee will meet at such intervals as the Chairman may decide.

5. The Committee may visit or depute one or more of its Members to visit such parts of India as it considers necessary. The Chairman, Members and Coopted Members will be entitled to travelling allowances and daily allowances in accordance with the Ministry of Finance Memorandum No. F. 6 (26)-EIV/59, dated the 5th September, 1960 as amended from time to time.

6. The terms of reference of the Committee will be as follows :

(*i*) to study the various aspects of untouchability, in particular the working of the Untouchability (offences) Act, 1955, and the restrictions, if any, imposed on the entry of Harijans into public places of worship, and to suggest remedial measures ;

(*ii*) to study the problem of the economic uplift of the Scheduled Castes, evaluate the impact of the present schemes, and make recommendations as to the further measures that may be necessary ; and

(*iii*) to study the problems of Education of Scheduled Castes, assess the progress achieved so far and suggest further measures that may be necessary.

7. The Committee will submit its report within a period of six months.

Sd/- (S. C. SEN GUPTA)
Joint Secretary to the Govt. of India.

L 2 Deptt. of SW/69—55

No. 14/5/64-*SCT. II*

New Delhi, the 27th April, 1965
7th Vaisakha, 1887

ORDER : Ordered that a copy of the above Resolution be published in the Gazette of India for general information.

Sd/- (S. C. SEN GUPTA)
Joint Secretary to the Govt. of India.

No. 14/5/64-*SCT. II*

New Delhi, the 27th April, 1965
7th Vaisakha, 1887

Copy forwarded for information to Chief Secretaries to all State Governments; the Secretary to the President; the Prime Minister's Secretariat ; all the Ministries of the Government of India; Planning Commission; Lok Sabha Secretariat; Rajya Sabha Secretariat; Department of Parliamentary Affairs ; the Commissioner for Scheduled Castes and Scheduled Tribes; the Principal Information Officer, Press Information Bureau; the Librarian, Parliament House Library (with 5 spare copies).

By order,

Sd/- (M. P. RODRIGUES)
Under Secretary to the Govt. of India.

No. 14/5/64-*SCT. II*

New Delhi, the 27th April, 1965
7th Vaisakha, 1887

Copy forwarded to all the Members of the Committee.

Copy to SCT.-III(A), SCT.-III-(B) and SCT.-IV Sections P. & S. Cell.

Sd/- (M. P. RODRIGUES)
Under Secretary to the Govt. of India.

APPENDIX II

QUESTIONNAIRE

Issued by the Committee on Untouchability and Economic and Educational Development of Scheduled Castes

The Committee is required to submit its report within a period of six months. It is, therefore, requested that replies to this Questionnaire may be furnished immediately. While furnishing replies to the Questionnaire following instructions may kindly be kept in view :

(*i*) For the purpose of this Questionnaire, untouchability connotes any religious, social and other disability as envisaged in the untouchability (offence) Act, 1955, which coverts not only the practice of untouchability among the Hindus but like practices in other religious communities also.

(*ii*) Please tick (   ) your replies in the blank spaces, wherever so required.

(*iii*) If necessary, additional notes may please be given attaching separate sheets indicating the references to the Question concerned.

2. The Questionnaire may kindly be returned duly filled in and with necessary statements attached, wherever necessary, to the Secretary, Committee on Untouchability and Economic and Educational Development of Scheduled Castes, 57, North Avenue, New Delhi, so as to reach him on or before 30th July, 1965.

'A' GENERAL

Question	*Answer*
1. Name of State/Union Territory.	
2. Name and Designation of the Informant with complete address.	
3. Population of State/Union Territory.	*1951 Census 1961 Census*
4. Population of Scheduled Castes in the State/ Union Territory, if available. (Please furnish information caste-wise).	

	Name of Caste	1951 Census	1961 Census
1.			
2.			
3.			
4.			
5.			
6.			
7.			
Total .			

Question		
5. No. of communities declared as Scheduled Castes in your State/Union Territory.	Under the Constitution (Scheduled Caste) Order, 1950 and the Constitution (Scheduled Castes) (Part C States) Order, 1951.	Under the Scheduled Castes Lists (Modification) Order, 1956, the Constitution (Jammu & Kashmir) Scheduled Castes Order, 1956, the Constitution (Dadra and Nagar Haveli) Scheduled Castes Order, 1962 and the Constitution (Pondicherry) Scheduled Castes Order, 1964.

6. (*a*) Names of Scheduled Castes who are also Denotified Communities.

(*b*) Names of Scheduled Castes who are also Nomadic Tribes.

(*c*) Names of Scheduled Castes who are also semi-nomadic Tribes.

Question	Answer

B. FORMS OF UNTOUCHABILITY

Question	Answer
7. Has the Practice of Untouchability disappeared from your State/Union Territory ?	(*i*) Completely (*ii*) Partially (*iii*) Not at all.
8. If the Practice has not completely disappeared from your State/Union Territory, would you say that it has disappeared completely from some towns and/or from some villages.	Yes/No.
9. If answer to 8 above is in the affirmative, please give the names of such towns and villages in your State/Union Territory from which untouchability has been completely eradicated.	Towns: 1. .... 2. .... 3. .... Villages: 1. .... 2. .... 3. ....

10. If untouchability still prevails in your State/ Union Territory, please indicate whether it is practised in respect of any caste or community (including Christian, Muslim and other religious communities) in any of the following forms, giving specific instances :—

(*i*) Public places of worship.

(*ii*) Free access to sources of drinking water (wells, streams, springs, tanks, cisterns, water taps and other watering sources) *meant for public use* and controlled by :—

(*a*) Government, Municipal Body, Gram Panchayat, etc.

(*b*) Private Persons/institutions.

(*iii*) Access to catering establishments (restaurants, hotels, tea houses, lodging and boarding houses, dharmashalas etc.).

(*iv*) Access to dispensaries and flour mills controlled by :—

(*a*) Government, Municipal Body, Gram Panchayat etc.

(*b*) Private Persons/Institutions.

(*v*) Use of Public conveyances.

(*vi*) Driving carts and cycles on village lanes.

(*vii*) Taking out marriage processions on village lanes.

(*viii*) Use of band at the time of marriage processions.

(*ix*) Use of horse and umbrella by the bridegroom at the time of marriage processions.

(*x*) Wearing of jewellery and finery at ceremonies.

(*xi*) Use of or access to bathing ghats, burial or cremation grounds.

(*xii*) Access to hair cutting saloons.

(*xiii*) Access to fairs.

(*xiv*) Participation in village socio-religious functions such as Satyanarayana Puja wrestling bouts, etc.

(*xv*) Access to community dinners.

(*xvi*) Service by washermen.

(*xvii*) Attendance at schools and other educational institutions.

(*xviii*) Attendance at public or other ceremonial functions, such as the Republic Day or the Holy festival.

Question			Answer
	(xix)	Practice of any profession, trade or business.	
	(xx)	Construction, acquisition or occupation of any residential premises.	
	(xxi)	Any other disability. (Please specify).	
11.	(a)	Do the *Savarnas only* practice untouchability and other forms of social disabilities in their relation with the Scheduled Castes ?	Yes/No
	(b)	If the answer is in the negative, are there some Scheduled Castes who practise untouchability and other forms of social disabilities with respect to other Scheduled Castes ?	
	(c)	Please furnish the names of Scheduled Castes who practise untouchability against other Scheduled Castes. The names of the latter should also be intimated.	
12.	(a)	Are there wells in your jurisdiction from which the Scheduled Castes are not allowed to draw water ? If so, give their number.	
	(b)	Are there any public wells exclusively for Scheduled Castes in villages ?	Yes/No
	(c)	Please explain in detail the manner in which Scheduled Castes get water from the wells from which they cannot draw water themselves.	
13.	(a)	Do barbers in the villages serve the Scheduled Castes ? Name the Castes not served with reasons thereof.	
	(b)	What are the alternative arrangements made by Scheduled Castes who are not served by barbers ?	
14.	(a)	Do washermen serve the Scheduled Castes in villages ? If they do not serve all the Scheduled Castes, please name the castes not served with reasons.	
15.	(a)	Please indicate names of Scheduled Castes who are not allowed entry to catering establishments, like tea houses, restaurants, hotel etc.	
	(b)	Is any discrimination practised against the Scheduled Castes even if they are allowed entry into catering establishments ?	
16.		How are sweepers and scavengers served/entertained at catering establishments, like tea houses, restaurants, hotels etc.	
17.		Please indicate if the shopkeepers in the villages sell their goods to Scheduled Castes in the same manner as they do to Non-Scheduled Caste persons.	
18.		Please indicate if in the dharmashala registers, caste is required to be shown and whether persons belonging to Scheduled Castes can use dharmashalas without restrictions.	
19.		Do you know of temples in which entry is denied to Scheduled Castes ? Please give names and location of such temples and action proposed to be taken for facilitating the entry of Scheduled Castes.	
20.	(a)	Is caste mentioned in the Certificates issued by the educational institutions in the State/ Union Territory ?	Yes/No
	(b)	If so, please enclose a copy of the certificate.	

Question	*Answer*
21. Are there any areas in the State/Union Territory where untouchability is practised in an extreme form ? Please name these areas.	

22. Do you think that a community is subjected to the stigma of untouchability and other forms of social disabilities in inverse proportion to the degree of educational progress in that community? If yes, please give examples :

	Name of community	General literacy in the State	Literacy amongst Scheduled Castes in the State	Literacy in the community	Nature of social disability suffered
1.					
2.					
3.					

C. REMOVAL OF UNTOUCHABILITY

23. Please name the legislation in force in your State/Union Territory to control the practice of untouchability before the enforcement of the Untouchability (Offences) Act, 1955.

24. What was the result of pre 1955 Act on the practice of untouchability ?

25 (*a*) Could it be possible to eradicate untouchability due to legislation referred to in reply to Q. 23 above from some towns/villages ?

(*b*) If yes, please give details.

Names of the Towns	*Names of the villages*
1.	1.
2.	2.
3.	3.

26. Which is the Department entrusted with the task of administrating the Untouchability (Offences) Act, 1955 ?

27. (*a*) Is there any advisory body at the State and the District level to help in the effective implementation of the various provisions of the Act ?

State Level	*District Level*
Yes/No	Yes/No

(*b*) If yes, give briefly the work done by these bodies.

28. (*a*) Has any proforma been prescribed for submission of periodical returns regarding the offences relating to untouchability under the *Untouchability (Offences) Act, 1955?* Yes/No

(*b*) If yes, please enclose a copy of the proforma.

29. Please give number and details of the cases challaned etc. under the Untouchability (Offences) Act, 1955 in the following table :—

	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964
(1) Total No. of cases registered by the Police :										
(*i*) Challaned										
(*ii*) Not challaned										
(2) Disposal of challaned cases :										
(*a*) Cases challaned during the year :										
(*i*) Convicted										
(*ii*) Acquitted										
(*iii*) Compounded										
(*iv*) Pending										
(*b*) Cases pending from the previous year(s) :										
(*i*) Convicted										

Question	*Answer*
(*ii*) Acquitted (*iii*) Compounded (*iv*) Pending	
(3) At the end of each year please give particulars of pending cases as follows:	*No. of pending cases*

Year	Less than 1 year	Between 1-2 years	Between 2-3 years	More than three years
1	2	3	4	
1955				
1956				
1957				
1958				
1959				
1960				
1961				
1962				
1963				
1964				

30. How many cases were registered at the instance of Government officials, out of those registered by the Police and mentioned at (i) and (ii) of Q. 29(1) above ?

(*i*) Challaned

(*ii*) Not challaned

1955	1956	1957	1958	1959	1960	1961	1962	1963	1964

31. (*a*) Is untouchability practised in communities or religious denominations or any section thereof other than those professing Hindusim ? — Yes/No

(*b*) If yes, please indicate :

(*i*) The names of such communities with their religion

(*ii*) the details of cases of untouchability challaned etc. in the above communities on the lines of Q. No. 29.

32. Please give information in detail for above 10 cases challaned during 1964 and the earlier years which have been finally disposed of, mentioning in each case. (please attach sheets).

(1) Nature of the case.

(2) Castes of Scheduled Castes and High Castes involved.

(3) Reporting agency.

(4) If convicted, punishment given.

(5) If acquitted, reasons therefor.

(6) If compounded, reasons therefor.

(7) Time taken in final disposal of the case.

33. (*a*) How many cases were challaned under the Untouchability (Offences) Act, 1955 in which the person committing an offence was the holder of a license (including a permit or a permission) since the coming into force of the Act ?

(*b*) How many persons referred to in (*a*) above challaned were convicted and their licenses cancelled or suspended under Sec. 8 of the Untouchability (Offences) Act, 1955.

Question	Answer
34. (a) How many cases were challaned under the Untouchability (Offences) Act, 1955 in which the person committing an offence was the manager or trustee of a place of worship which was in receipt of a grant of land or money from the Government since the coming into force of the Act ?	
(b) How many persons referred to in (a) above challaned were convicted and the Government directed the suspension or resumption of the whole or any part of land or money received from the Government under Section 9 of the Untouchability (Offences) Act, 1955 ?	
35. (a) How many persons have been convicted of an offence or of an abetment of such offence under the Untouchability (Offences) Act, 1955 more than once since the coming into force of the Act ?	
(b) Please indicate the punishment given in each case.	
36. (a) How many persons committing an offence under the Untouchability (Offences) Act, 1955 came under Sec. 14 of the said Act since the coming into force of the Act ?	
(b) Please indicate the punishment given in each case.	
37. (a) Has the State Government/Union Territory Administration appointed any Committee to suggest amendments in the Untouchability (Offences) Act, 1955 ?	
(b) If yes, kindly furnish a copy of the report.	
38. (a) Do you feel that the Untouchability (Offences) Act, 1955 has used only a part of the power conferred upon Parliament by the Constitution under Art. 25(2)(b) read with Article 26(b) and Article 17 ?	
(b) If so, please suggest the manner in which the amptitude of the Act can be widened.	
39. (a) Do you consider it desirable to define 'untouchable' in the Untouchability (Offences) Act, 1955 ?	
(b) If so, do you think that the following definition would be suitable ? :— "Untouchable" means a member of Scheduled Caste as defined in Clause 24 of article 366 of the Constitution and includes any other person who, by custom or usage is regarded as untouchable by any community or a section thereof.	
Explanation I : A member of a Scheduled Caste shall not cease to be such member if he resides in any locality other than the locality specified in relation to him. Any public notification issued under article 341 of the Constitution.	
Explanation II : A member of a Scheduled Caste who has been converted from Hinduism to any other religious faith shall be deemed to be an 'untouchable' for the purposes of this Act.	
(c) Do you consider that the word 'untouchable' should be construed in the broadest sense to include all instances in which one person treated another as ritually unclean and as a source of pollution ?	

Question	Answer
(*d*) Or, do you conclude that the word should not be construed in literal or grammatical sense but as pertaining to the practice as it had developed historically in this country in respect of groups or communities ?	
(*e*) Do you consider that Untouchability is related to the relegation of a person beyond the pale of the caste system, on the ground of buth in a particular class ?	
(*f*) (*i*) Would you consider it desirable to define 'untouchability' in the Act ?	
(*ii*) Would you suggest a definition ?	
40. (*a*) Are you of the opinion that the definition of "Place of public worship" occurring in clause (*d*) of section 2 of the Act requires an amendment ?	
(*b*) If so, would you have it amended in the following manner ?—	
Existing words	
'Place of public worship' means a place, by whatever name known which is used as a place of public religious worship or......	
Proposed amendment	
'Place of public worship' means a place, by whatever name knwon, *and to whomsoever* belonging, which is used as a place of public religious worship or......	
41. (*a*) Do you consider that the Explanation given at the end of section 3 of the Untouchability (Offences) Act, 1955 serves any useful purpose ?	
(*b*) Are you in favour of its being dropped or amended ?	
(*c*) In what manner would you like it to be amended ?	
42. (*a*) Do you feel that the offences under the Untouchability (Offences) Act, 1955 can be categorised—	
(*i*) *Mala prohibita*, that is, acts forbidden by law and as such offences;	
or	
(*ii*) *mala in so*, that is, acts which are wrong in themselves as viewed from the place of human rights and dignity of individual ?	
43. (*a*) Would you recommend the use of the work, 'knowingly', 'purposely', 'with intent to' etc. in the penal sections of the Act to accentuate *mens rea* as an essential element of the crime ?	
(*b*) Are you in favour of making them offences of strict liability, as they are offences relatable to public welfare ?	
(*c*) Are you of the opinion that the shifting of the onus on the accused as envisaged by section 12 of the Act is likely to cause hardship ?	
44. The penal sections 3 to 7 of the Act enumerates some of the forms in which untouchability is practised :	
(*i*) Do you consider the enumaration exhaustive ?	
(*ii*) Are there any forms of untouchability which you would like to be incorporated within the scope of the Act ?	
(*iii*) If so, please state them.	

Question	Answer
45. (*a*) Do you consider that the Act should be amended so as to blend the element of vicarious liability with that of strict liability in relation to offences committed by corporations ?	
(*b*) Are you aware of instances when the benefit of proviso to subsection (1) of section 14 of the Act is misused or do you feel that it is likely to be misused ?	
46. (*a*) Do you consider that the provisions of section 13(b) of the Act making the offence compoundable within the permission of the court defeats the very object of the Act ?	
(*b*) Would you suggest a minimum punishment for an offence committed under the Act ?	
(*c*) Do you feel that the offences under the Act should be made non-bailable ?	
47. Would you desire that wherever the words "on the ground of untouchability" occur in sections 3, 4, 5 and 6 of the Act the words 'wherever *only* on the ground of untouchability should be substituted ?	
48. (*i*) Do you feel that the Act has worked satisfactorily ?	
(*ii*) If not what in your opinion are the defects and what suggestions would you offer to improve the Act?	
49. (*a*) If any of the following measures have been taken in the State under the scheme of removal of untouchability, please indicate the financial and physical targets achieved in respect of each scheme during the First, Second and Third Plans (Please enclose write up of each scheme.) :	

Name of the Scheme	Expenditure incurred							Physical Targets achieved						
			3rd Plan							3rd Plan				
	1st Plan	2nd Plan	1961-62	1962-63	1963-64	1964-65	1965-66 (Proposed)	1st Plan	2nd Plan	1961-62	1962-63	1963-64	1964-65	1965-66 (Proposed)
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
(*i*) Grant-in-aid to non-official agencies for the removal of untouchability.														
(*ii*) Appointment of high level Pracharaks and bhajan mandlies.														
(*iii*) Celebration of Harijan week.														
(*iv*) Organisation of social melas/fairs.														
(*v*) Publicity measures for the removal of untouchability.														
(*vi*) Holding of shibirs.														
(*vii*) Intensification of anti-untouchability drive.														
(*viii*) Grant-in-aid to cosmopolitan hostels.														
(*ix*) Reservation of seats for Scheduled Castes students in hostels attached to educational institutions.														

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
(*x*) Reservation of seats for caste Hindus in hostels primarily meant for Scheduled Castes.														
(*xi*) Grant-in-aid to Balwadis for Scheduled Castes.														
(*xii*) Grant-in-aid to Sanskar Kendras.														
(*xiii*) Filling up of reserved quota of vacancies for Scheduled Castes in services and posts.														
(*xiv*) Grant of legal aid.														
(*xv*) Award of prizes to villages which show outstanding work in the field of removal of untouchability.														
(*xvi*) Educational uplift of Scheduled Castes.														
(*xvii*) Building sites for Scheduled Castes in rural areas.														
(*xviii*) Construction and repair of wells in or around localities of Scheduled Castes.														
(*xix*) Community dinners.														
(*xx*) Subsidy to Hindu landlords for letting their premises on hire to Scheduled Castes.														
(*xxi*) Inter-caste marriages.														
(*xxii*) Adoption of Scheduled Caste children by Caste Hindus.														
(*xxiii*) Reservation of seats for Scheduled Castes in Panchayat Bodies.														
(*xxiv*) Sanitation in Harijan bastis.														
(*xxv*) Any other scheme (Please specify).														

(*b*) How far each of the schemes mentioned above (a) has proved useful ? Have you any suggestions to offer to improve the schemes ?

	Name of the scheme	Usefulness of the scheme	Suggestions for improvement
1.			
2.			
3.			

50. (*a*) Has any person, either an official or a non-official evaluated the above-mentioned schemes ? Yes/No

(*b*) If yes, please furnish a copy of the evaluation report(s).

51. If the measures mentioned above (Q. 47) (a) have not produced good results, please suggest some more schemes which according to you will bear fruitful results.

Question	Answer
52. (a) Is the State and Union Territory Government/Administration continuing some non-plan schemes for the removal of untouchability ?	Yes/No
(b) If yes, please give amounts spent and targets achieved in respect of each such schemes during 1st, 2nd, 3rd and 4th year of Third Plan and estimates for the last year of Third Plan.	
53. (a) Has any scheme been undertaken under the General Sector for the removal of untouchability ?	Yes/No
(b) If yes, please give the particulars of each scheme.	
54. What are the schemes proposed to be included in the Fourth Five Year Plan for the removal of untouchability ? Please enclose write up of each scheme ?	

Backward Classes Sector	General Sector
1.	1.
2.	2.
3.	3.

Question	Answer
55. Do you think that the grants given to voluntary agencies for removal of untouchability are properly utilised ?	Yes/No
56. (a) Has the working of non-official agencies been evaluated by the State Government/ Union Territory Administration ?	Yes/No
(b) If yes, a copy of the evaluation report may be enclosed.	
57. (a) Has the State Government issued any instructions for throwing open all temples to Scheduled Castes ?	Yes/No
(b) If yes, please enclose copies of the orders issued.	
(c) Please give number of temples in the State/ Union Territory thrown open to Scheduled Castes year-wise during the last five years.	

Year	No. of temples thrown open to Scheduled Castes
1960-61	
1961-62	
1962-63	
1963-64	
1964-65	
TOTAL . .	

Question	Answer
58. (a) Has the State Government/Union Territory Administration issued any instructions for facilitating the access of Scheduled Castes to drinking water wells and other sources of potable water ?	
(b) If yes, please enclose copies of the instructions issued.	
(c) What special steps have been taken to allow sweepers and scavengers to draw water from the public wells ?	

Question	Answer

(*d*) How mayn public wells have been thrown open to the Scheduled Castes during the last 5 years in the State/Union Territory ?

Year	No. of public wells thrown open to Scheduled Castes
1960-61	
1961-62	
1962-63	
1963-64	
1964-65	
TOTAL . .	

59. (*a*) Has the Government issued any instructions to facilitate access of Scheduled Castes to catering establishments, dharmashalas etc ?

(*b*) If yes, please enclose copies of the instructions.

60. (*a*) Have any steps been taken to encourage Scheduled Castes persons to open catering establishments in caste Hindu localities ?

(*b*) Do you know of any catering houses, restaurants, grocery shops etc. run by Scheduled Castes which are being patronised by the Savarna Hiodus ?

(*c*) If yes, please indicate places.

61. (*a*) Have any steps been taken to allot houses and house-sites to Scheduled Castes in Caste Hindu localities in towns and villages.

(*b*) If yes, please give names of such localities and enclose copies of the orders issued.

62. (*a*) Is any preference given to Scheduled Castes in running hotels, restaurants etc ?

(*b*) If yes, (*i*) a copy of the instructions issued and (*ii*) the number of persons benefited during the last five years. may kindly be indicated.

63. What steps have been taken to introduce the scheme of wheel barrows for eliminating the practice of carrying night soil as head loads ? Please indicate the achievements made during the 2nd and 3rd Plan periods. Have you any suggestions to offer to improve the working conditions of scavengers ?

64. (*a*) In addition to the measures indicated above has any special measure been taken for removal of *untouchability* ? '*copies of* orders issued may be enclosed'.

(*b*) Please indicate steps if any, taken for removal of untouchability from areas in the State mentioned *in reply to* Q. No. 21.

65. What is the role assigned to Zilla Parishads, Panchayat Samithis and Gram Panchayats for the removal of untouchability ? 'Please enclose a copy each of the instructions issued".

66. What is the role played by Government servants for the removal of untouchability ? Please enclose copies of circulars issued, if any, in this connection and indicate the results achieved.

Question	*Answer*

67. Please indicate shortcomings or drawbacks if any, noticed by the State and Union Territory/ Government/Administration in the programme of removal of untouchability and measures proposed to be taken to overcome them.

68. In your opinion, how far is untouchability and other forms of social disabilities suffered by the Scheduled Castes due to :

(a) So called unclean occupations followed by them.

(b) Unhygienic conditions of their living.

Do you think that if Scheduled Castes give up their so called unclean hereditary occupations such as scavenging, flaying, tanning etc. they would be more acceptable to the so called higher caste ?

70. Do you think that if the living conditions of the Scheduled Castes are improved and are made more clean and hygienic they would be more acceptable to the so called higher castes ?

71. (a) Is there any scheme to encourage inter-marriages between Scheduled Castes and non-Scheduled Castes ? If so, please furnish details of the scheme.

(b) How many Harijan-Savarna marriages have taken place during the last five years? Please indicate the communities of the brides and bride-grooms.

Year	No. of marriages with Scheduled Caste bridegrooms and Savarna brides	No. of marriages with Scheduled Caste brides and Savarna bride-grooms
1960-61 . .		
1961-62 . .		
1962-63 . .		
1963-64 . .		
1964-65 . .		

72. Is there any scheme for the adoption of Scheduled Caste children by Caste Hindus ? If so, please give details.

73. What is the total effect of conversion of some members of Scheduled Castes to Islam, Christianity and Buddhism on the practice of untouchability? Please give your comments in as detailed a manner as possible.

74. Please specify the means adopted by the newspapers, journals etc. for enlightening public opinion and creating social awareness to deal with the problem of removal of untouchability and concrete results achieved thereby. Have you any suggestions to offer ?

D. ECONOMIC DEVELOPMENT

75. Give the names of Scheduled Caste Communities mainly engaged in the following occupations :

(i) Agricultural labour.

(ii) Weaving.

Question	Answer
(iii) Bamboo and basket work.	
(iv) Flaying.	
(v) Leather and Leather goods manufacture.	
(vi) Scavenging.	
(vii) Other so called unclean occupations.	

76. What are the measures taken for the improvement of economic conditions of Scheduled Castes engaged in the above mentioned occupations ?

Occupations	Measures taken for improvement

77. Are Scheduled Caste agricultural labourers given the benefit of Minimum Wages under the Minimum Wages Act ? Please give details of the provision made in the Act and existing conditions.

78. (a) Was any policy adopted by the State Government to regularise the occupation of Government waste lands and Forest lands by the members of the Scheduled Castes, and, if so, please give copies of instructions issued and indicate how far these have been implemented.

(b) Has this policy undergone any change after the coming into force of Panchayat Acts ?

79. Is preference given to landless Scheduled Caste persons in the matter of allotment of Government waste land/forest land ? Please enclose a copy of the orders/rules issued and indicate how far these have been implemented. If not, please give reasons.

80. Please give the following information regarding allotment of land.

Year	Land distributed in acres		
	Scheduled Castes	Others	Total
1960			
1961			
1962			
1963			
1964			

81. How many Scheduled Caste persons have been given land on permanent basis out of the number mentioned in Q. No. 80 above ?

Year	Total No. of Scheduled Caste persons allotted land	No. of such of them given land on permanent basis
1960		
1961		
1962		
1963		
1964		

82. What are the difficulties generally felt in the allotment of land to Scheduled Castes? Is it desirable to appoint special machinery to allot land to them ?

Question	*Answers*

83. (*a*) Is there any programme of allotment of house-sites to Scheduled Castes under consolidation of holdings? Please give details and targets achieved since the *inception of the scheme.*

(*b*) Is any segregation practised in this programme ?

(*c*) Is there any tendency to allot comparatively *inferior house-sites to the Scheduled Caste ?*

84. (*a*) Is there any programme other than under the consolidation of holdings for allotment of house-sites to Scheduled Castes? Please furnish details and physical targets achieveed since the inception of the scheme.

(*b*) Is any segregation practised in this programme ?

(*c*) Is there any tendency to allot comparatively inferior house-sites to Scheduled Castes ?

(*d*) Have you any suggestions to offer to improve the *procedure of acquisition of land* and allotment of house-sites to Scheduled Castes ?

85. Do you think that allotment of land and house-sites to Scheduled Castes has freed them from the clutches of village orthodoxy and helped them to assert *their owner rights ?*

86. Please indicate the details of housing schemes undertaken in the 1st, 2nd and 3rd Plans under the State and Central Sectors together with the *financial and physical targets achieved.*

87. (*a*) Have any measures been taken to mitigate the indebtedness among the Scheduled Castes ?

(*b*) If yes, please enclose copies of orders/rules issued for debt relief measures along with copies of surveys on *indebtedness of Scheduled Castes* conducted by State and Union *Territory Government*/Administration.

88. Please enumerate some concrete measures having a direct bearing on the removal of untouchability which will also make for the economic development of Scheduled Castes.

89. (*a*) If any of the following schemes under the Backward Classes Sector of the Third Plan are in operation in your State/Union Territory, please indicate the financial and physical targets achieved in respect of each scheme during the First, Second and Third Plans : '*Please enclose write up of each* scheme'.

Name of the scheme	Expenditure incurred: 1st plan	Expenditure incurred: 2nd plan	Expenditure incurred: Third plan 1961-62	Expenditure incurred: Third plan 1962-63	Expenditure incurred: Third plan 1963-64	Expenditure incurred: Third plan 1964-65	Expenditure incurred: Third plan 1965-66 proposed	Physical targets achieved: 1st plan	Physical targets achieved: 2nd plan	Physical targets achieved: Third plan 1961-62	Physical targets achieved: Third plan 1962-63	Physical targets achieved: Third plan 1963-64	Physical targets achieved: Third plan 1964-65	Physical targets achieved: Third plan 1965-66 proposed
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1. *Agriculture, Sericulture, etc.* :														
(*a*) Settlement on land/land colonisation.														
(*b*) Purchase of land.														
(*c*) Development of land.														

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
(*d*) Irrigation wells and other facilities.														
(*e*) Supply of bullocks and agricultural implements; seeds and manure etc.														
(*f*) Share capital contributed in mixed cooperatives.														
(*g*) Grants for soil conservation measures.														
(*h*) Supply of milch cattle.														
(*i*) Construction of godowns and establishment of graingolas.														
(*j*) Subsidy for development of poultry farming and sheep breeding.														
(*k*) Grants to individuals for development of fisheries.														
(*l*) Stipends for training in upto date methods of fisheries.														
(*m*) Renovation and improvement of existing fisheries.														
2. *Cottage Industries.*														
(*i*) Training-*cum*-production Centres.														
(*ii*) Aid to individuals/cooperatives for starting of cottage industries.														
(*iii*) Production centres for leather works, carpentry, blacksmithy, etc.														
(*iv*) Supply of Ambar Charkhas.														
(*v*) Aid to persons persuing various professions.														
(*vi*) Opening of raw materials and sales depots.														
(*vii*) Cooperatives for weavers.														
(*viii*) Industrial training in mills.														
(*ix*) Training facilities in vocational trades.														
(*x*) Residential facilities for students receiving training.														
(*xi*) Service-*cum*-training centres for leather industry and demonstration parties.														
(*xii*) Aid to Scheduled Caste trainees.														

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1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
(*xiii*) Stipend for training in sericulture and weaving.														
(*xiv*) Subsidy to weavers and silk rearers.														
(*xv*) Any other scheme please specify.														
3. *Cooperation*														
(*i*) Grant-in-aid towards share capital.														
(*ii*) Contribution towards expenses on management.														
(*iii*) Organisation of co-operative societies for municipal conservancy staff.														
(*iv*) Other schemes of co-operation.														
4. *Miscellaneous*														
'Please specify the schemes'														

(*b*) How far each of the scheme mentioned above (*a*) has proved useful ? Have you any suggestions to improve the scheme ?

Name of the scheme	Usefulness of the scheme	Suggestions for improvement
1.		
2.		
3.		

Question | *Answer*

90. (*a*) Have any of the scheme mentioned above 'Q. No. 89' under operation in your State been evaluated ?

(*b*) If yes, please enclose copies of reports.

91. (*a*) Is the State and Union Territory Government/Administration continuing some non-plan schemes for economic development of Scheduled Castes ?

(*b*) If yes, please give amounts spent and targets achieved in respect of each of such schemes during 1st, 2nd, 3rd and 4th year of Third Plan and estimates for the last year of Third Plan.

92. (*a*) Can the schemes of various Departments like Agriculture, Animal Husbandry, Industry, Cooperation etc. under the Central Sector be oriented to serve the interests of Scheduled Castes better ?

(*b*) If yes, please give the particulars of each scheme.

(*c*) Has the Harijan Welfare Department taken any steps to bring the desirable orientation ? Please give particulars of the steps taken and the results obtained.

93. What action has been taken to organise various types of cooperatives for Scheduled Castes and

Question | *Answer*

recommended in the report submitted by the special Working Group on Cooperation for Backward Classes appointed by the Ministry of Home Affairs 'now Department of Social Security'. Please give a detailed reply.

94. What are the schemes proposed to be included in the Fourth Five Year Plan for the economic development of Scheduled Castes. Please enclose write-up of each scheme.

Backward Classes	General Sector
1.	1.
2.	2.
3.	3.

95. Do you think that the present schemes and the schemes proposed for inclusion in Fourth Plan for the economic development of Scheduled Castes are adequate ? If not, why not and please give particulars of other schemes which you would like to include in the Fourth Plan.

96. What is the method of financing the various welfare schemes undertaken for the welfare of Scheduled Castes during the Third Plan? Have you got any suggestions to make in regard to the method of financing of welfare schemes by the Central and State Governments in the Fourth Five Year Plan ?

E. EDUCATIONAL ADVANCEMENT

97. (*a*) If any of the following schemes have been undertaken for the welfare of Scheduled Castes out of Backward Classes Sector, please indicate the financial and physical targets achieved in respect of each scheme during the First, Second and Third Plans ? 'Please enclose write-up of each scheme'.

Name of the Scheme	Expenditure incurred							Physical targets achieved						
	1st Plan	2nd Plan	3rd Plan					1st Plan	2nd Plan	3rd Plan				
			1961-62	1962-63	1963-64	1964-65	1965-66 proposed			1961-62	1962-63	1963-64	1964-65	1965-66
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
(*i*) Pre-Matric stipends/ scholarships.														
(*ii*) Special scholarships in secondary stage.														
(*iii*) Grant-in-aid to Secondary schools for maintenance and expansion, etc.														
(*iv*) Free education scheme.														
(*v*) Grants for books, etc.														
(*vi*) Reimbursement of grants to school examination Boards to compensate loss in examination fee income.														
(*vii*) S. S. C. examination fees.														

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
(*viii*) Payment of tuition fees to private students.														
(*ix*) Scholarships and stipend for vocational studies.														
(*x*) Award of non-residential scholarships.														
(*xi*) Award of scholarships to Scheduled Caste students studying in public schools.														
(*xii*) Award of scholarships for foreign studies.														
(*xiii*) Grants for educational tours.														
(*xiv*) Special scholarships to meritorious Scheduled Caste students.														
(*xv*) Grants for construction of primary schools.														
(*xvi*) Boarding houses and grants for meeting expenses of boarding houses.														
(*xvii*) Hostels :														
"Government"														
(*i*) Boys														
(*ii*) Girls														
"*Aided*"														
(*i*) Boys														
(*ii*) Girls														
(*xviii*) Residential schools.														
(*xix*) Grants to cosmopolitan hostels.														
(*xx*) Balwadis.														
(*xxi*) Sanskar Kendras.														
(*xxii*) Midday Meals.														
(*xxiii*) Construction of hostel buildings.														
(*xxiv*) Opening of hostels for candidates attending coaching classes for appearing in I.A.S., I.P.S., courses etc.														
(*xxv*) Nursery school-*cum*-Women's community Centres increasing the strength of students in Nurseries.														
(*xxvi*) Grant-in-aid to Voluntary Agencies for educational activities other than running of aided hostels.														
(*xxvii*) Post matric scholarships.														
(*xxviii*) Any other scheme 'Specify'.														

Question	*Answer*

(*v*) How for each of the schemes mentioned above (*a*) has proved useful ? Have you any suggestions to offer to improve the schemes ?

Name of the scheme	Usefulness of the scheme.	Suggestions for improvement
1.		
2.		
3.		

98. (*a*) Has any person, either an official or a non-official evaluated the above mentioned 97 'a' schemes ?

99. (*a*) Is the State and Union Territory Government/Administration continuing some non-plan schemes for educational development of Scheduled Castes.

(*b*) If yes, please give amounts spent and target achieved in respect of each of such schemes, during 1st, 2nd, 3rd and 4th year of the Third Plan and estimates for the last year of the Third *Plan*.

100. What are the schemes proposed to be included in the Fourth Five Year Plan for the educational development of Scheduled Castes ? Please enclose write-up of each schemes.

Backward Classes Sector.	General Sector
1.	1.
2.	2.
3.	3.

101. Please give the figures of enrolment of Scheduled Castes at various stages of education.

	Year	Scheduled Castes	Others
(*i*) Pre-matric stage	1951-52		
	1964-65		
(*ii*) Secondary stage	1951-52		
	1964-65		
(*iii*) College education	1951-52		
	1964-65		
(*iv*) Others 'technical and professional courses'	1951-52		
	1964-65		

102. Please indicate measures that have been taken for spread of literacy among Scheduled Castes. What efforts are being made for spread of literacy among Scheduled Caste girls and women ?

103. (*a*) Do you have any *legislation to your State/* Union Territory to make primary education compulsory ?

(*b*) What in your opinion would be the problems involved in the enforcement of compulsory attendance of Scheduled Caste children including those belonging to Denotified Communities, Nomadic Tribes/Semi-Nomadic Tribes ? Please suggest measure for enforcement of compulsory attendance of children in schools.

(*c*) Is it a fact that there is a large scale wastage in education of Scheduled Caste children at

elementary stage ? If so, please give necessary statistics to support this view. Please also give your suggestions to reduce this wastage to minimum.

(*d*) What steps would you suggest to bring the level and pace of elementary education among the Scheduled Castes to that of the so called high caste communities ?

104. (*a*) Please enclose copies of Orders issued if any, aiming at encouragement of secondary education among Scheduled Castes.

(*b*) Is it a fact that a large number of Scheduled Caste students reading in primary classes cannot proceed to secondary classes ? If so, please give statistics to support this view and measures required to improve the position.

(*c*) Can the spread of education at Secondary stage among Scheduled Castes tangibly improve the social status of Scheduled Castes ?

105. (*a*) Please enclose copies of orders issued, if any, aiming at encouragement of higher education among Scheduled Castes.

(*b*) Is it a fact that a large number of Scheduled Castes students reading in secondary schools cannot proceed to institutions of higher education ? If so, please give necessary statistics to support the view and suggest measures required to be taken to reduce the wastage to minimum.

106. Have your State Government/Union Territory Administration accepted the various recommendations made by the Government of India that the Scheduled Caste students should be given reservations for admission to educational/technical institutions, relaxation in age and admission marks, etc. etc. If so, please enclose a copy of the Government order issued in this regard and how far the recommendations have been implemented by educational and technical institutions under the control of the Government and Universities. Please give detailed information.

107. Is there any scheme in the State for award of overseas scholarships to Scheduled Castes ? Please furnish details and the number of persons who have benefited by that scheme each year separately since inception of the scheme.

108. How many Scheduled Caste students have been admitted in the Sainik Schools ? Please furnish information about the facilities given to Scheduled Caste students for admission to these schools. Have you any suggestion to offer in this connection ?

109. (*a*) Please enclose a copy of each of rules for hostels run by Government and non-official agencies for Scheduled Castes. Also give ***per capita*** expenditure incurred in each. Is the expenditure adequate for giving a balanced diet to the inmates? If not, what should be ***per capita*** rate of expenditure in your opinion ?

(*b*) Do you think that the Government hostels for Scheduled Castes are managed more efficiently than the aided hostels or the position is *vice versa* ?

(*c*) What is the present procedure of admission of Scheduled Castes in hostels run by the Government and non-official agencies ?

Question	*Answer*

(*d*) Do you think that the present system of admission in hostels run by Government and non-official agencies is defective and requires changes ? If so, please suggest improvements.

(*e*) Is there any reservation for Scheduled Castes in general hostels? If so, please indicate the percentage fixed and the percentage of seats filled during the last two years.

(*f*) Is it a fact that a large number of Scheduled Caste students are not able to got admission in hostels and therefore are forced to leave studies? What are your views to overcome this difficulty?

(*g*) Has your State Government/Union Territory Administration appointed a Committee to examine the question of expansion of hostel facilities for Scheduled Castes. If so, enclose a copy of the Report and indicate the programme proposed to be included in the Fourth Five Year Plan.

(*h*) Do you think that coaching should be made an integral part of hostel facilities to be provided to Scheduled Castes ?

110. (*a*) At the time of formulation of Third Plan it was recommended by the working Group that the level of expenditure reached on award of pre-matric scholarships to the Scheduled Castes at the end of Second Plan should form part of non-plan budget during Third Plan. Has this recommendation been accepted ? If not, give reasons for not accepting it.

(*b*) Please enclose a copy of rules for award of pre-matric scholarships to Scheduled Castes.

(*c*) Are pre-matric scholarships distributed in time? Please give the following information.

Year	Last date for applications by candidates	Date of sanction of scholarships	Date of disbursal by Principal	Explanation for difference, if any, of time between 3 & 4
1960-61				
1961-62				
1962-63				
1963-64				
1964-65				

(*d*) What steps have been taken/are being taken to award pre-matric scholarships to Scheduled Caste students in time ?

(*e*) What is the rate of pre-matric scholarships? Do you consider it adequate ? If not what have you to suggest in this connection.

111. (*a*) Are post-matric scholarships given to all Scheduled Castes who apply for it ?

(*b*) If answer to 'a' above is in negative, please give the following information.

Year	No. of applicants	No. of applicants awarded scholarships	Reasons for not awarding scholarships
(1)	(2)	(3)	(4)
1960-61			
1961-62			

Question	Answer			
	1	2	3	4
	1962-63			
	1963-64			
	1964-65			

(c) Who are the drawing and disbursing officers for award of post-matric scholarships in your State/Union Territory ?

(i) In case of Government Institutions

(ii) In case of private institutions

(d) Are post-matric scholarships distributed in time? *Please give the following information.*

Year	Last date for applications by candidates	Date of sanction	Date of disbursal	Explanation for difference if any, of time between 3 & 4
1960-61				
1961-62				
1962-63				
1963-64				
1964-65				

(e) Are there cases of failure of institutions to forward the applications of Scheduled Castes students to the concerned authority for grant of post-matric scholarships ? If so, please indicate the number of students affected and the steps taken/proposed to be taken to remedy the situation.

(f) Due to abnormal rise in cost of living, there is a strong feeling that the rates of post-matric scholarships given to the Scheduled Castes should be suitably raised. What have you to suggest in this connection ?

112. (a) Are seats reserved for Scheduled Castes in Public Schools for award of special scholarships ?

(b) If yes, enclose a copy of the rules and indicate the number of students benefited during the last five years 'year-wise'.

(c) Do you suggest any changes to permit increased enrolment of Scheduled Caste students in Public Schools ?

113. Is caste certificate demanded every year from a Scheduled Caste student for grant of stipend etc. by an educational institution, even if he has been a student of that school ? Kindly indicate the present position obtaining in the State/Union Territory.

114. Does the State Government/Union Territory Administration demand income certificate from the Scheduled Caste students for giving educational assistance? If so, furnish full details.

115. Are the Scheduled Caste students *studying in* public and private educational and technical institutions exempted from payment of tuition fees ?

Stage of education	Institution Public / Private
1. Primary	
2. Middle	
3. Higher Secondary	

Question | *Answer*

4. College, General: Technical and Professional Under the control of :
   (i) Government.
   (ii) Universities.

116. Do you agree with the view that talented Scheduled Caste boys and girls should be identified at the end of Primary stage and encouraged to go in for higher education at Government cost ? . . . .

117. Does the Government provide to Scheduled Caste students other facilities like mid-day meals etc. at different stages of education and in different types of educational institutions ? Please furnish details, and if inadequate what suggestions you have to offer . . .

118. In what way your State Government/Union Territory Administration is encouraging education among Scheduled Caste girl students. Please furnish details . . . . . .

119. Are funds out of General Sector provided for education of Scheduled Castes ? Please indicate the number of hostels for Scheduled Castes established/maintained, stipends granted etc. out of the funds of Education Department. Have you any suggestion to offer to improve the existing position ? . . . . .

120. Are you undertaking any special programme for spread of literacy and education among Scheduled Castes who are also Denotified Communities, Nomadic Tribes, Semi-nomadic Tribes by establishing balwadis, ashram schools, etc. ? Please furnish details and the results achieved .

121. What is the role of voluntary agencies in spread of education among Scheduled Castes and such of these communities as are also Denotified communities/Nomadic Tribes/Semi-nomadic Tribes? Please give the information in the following table . . . .

Name of Organisation.	Name of educational scheme	Benefit derived by	
		Scheduled Castes	Others

F. SERVICES

122. Please state what is the percentage of reservation for Scheduled Castes for the following categories of posts and services in your State/Union Territory :
    (a) Class I ——————
    Class II ——————
    Class III ——————
    Class IV ——————

123. Whether the quota of reservation so prescribed is fully covered ? . . . . . .

124. What in the opinion of the State Government are the reasons for the slow intake of Scheduled Castes in Government services ? . . .

Question	Answer

125. What steps the State Government have taken to ensure that the qualified Scheduled Caste candidates are available for appointment against reserved vacancies ? . . . . .

126. (*a*) Have appointing authorities been authorised to de-reserve vacancies in case suitable Scheduled Caste candidates are not available ? . . . .

(*b*) If yes, are appointing authorities required to record detailed reasons for de-reserving reserved posts ? . . . . . .

(*c*) Is there any authority which examines the reasons for de-reservation of reserved posts?

127. Please list the various State services and give the following information . . . .

Name of State Service	Relaxation in age, qualifications etc. for recruitment of Scheduled Castes. (Please enclose copies of the relevant rules/orders of each services)
1.	....
2.	....
3.	....

128. Is there any special provision for giving Travelling Allowance to the Scheduled Caste candidates appearing for interview ? If so, please enclose a copy of the orders issued to this effect .

129. Is fee concession given to Scheduled Caste candidates in cases where some fee is prescribed for posts advertised by the following agencies :

(*i*) State Public Service Commission . .

(*ii*) State Government Offices . . .

(*iii*) Statutory Organisations/Public undertakings/Local bodies etc. . . .

130. (*a*) Whether any special coaching arrangements etc. have been made by the State Government to increase the intake of Scheduled Castes in services and posts ? . .

(*b*) If yes, please give details of the same along with a copy each of the relevant orders and the results achieved thereby . . .

131. (*a*) Whether any study leave is granted to Scheduled Caste persons ? . . . . .

(*b*) If yes, give details thereof . . .

132. (*a*) Whether principle of carry forward of unfilled reserved vacancies is followed ? . .

(*b*) If yes, please enclose a copy of the instructions issued . . . . . .

133. (*a*) Whether there is a provision of reservation *in the matter of promotion posts* ? . .

(*b*) If yes, please enclose a copy of the relevant orders . . . .

(*c*) If no, whether the State Government contemplates to issue such orders in future and if so, the details of such proposal may please be furnished . . . .

134. (*a*) Please state the number of members of the State Public Service Commission at present

(*b*) *How many of the above members belong to* the Scheduled Castes and Scheduled Tribes

Question *Answer*

135. Please state if any concessions are given to the Scheduled Castes candidates in the matter of departmental examinations and if so, please give details . . . .

136. Which are the types of jobs in respect of which more difficulty is experienced in recruiting Scheduled Caste candidates ? . . . .

137. (*a*) Whether any Commission has been appointed in your State to examine the progress in the recruitment of Scheduled Castes ?

(*b*) If yes, kindly enclose a copy of the report of the same along with the action taken on the various recommendations . .

138. (*a*) What is the position regarding the percentage of reservation of posts for Scheduled Castes in the following bodies . .

1. Public Sector undertakings . .
2. Statutory Bodies . . . . .
3. High Court and Other Subordinate Courts . . . .
4. Vidhan Sabha and Vidhan Parishad Secretariat . . . . .
5. Local Bodies . . . . . .

(*b*) Do the above bodies implement the said orders fully ? . . . . . .

(*c*) If no, measures taken or proposed to be taken to fulfil the quota may please be stated . . . .

139. (*a*) Whether State Government have ordered that relaxed standards of suitability may be applied by the appointing authorities for recruitment of Scheduled Caste candidates ?

(*b*) If yes, copies of orders may be enclosed .

140. (*a*) Is there any machinery at the State level to scrutinise in details the observance of instructions by the various Departments issued from time to time for the intake of Scheduled Caste candidates in posts and services? . . . . . .

(*b*) If yes, copies of the reports submitted during the last two years may kindly be enclosed . . . . . .

G. ADMINISTRATION RESEARCH AND TRAINING

141. (*a*) What is the administrative set up to look after the interests of Scheduled Castes at various levels and is it adequate? .

(*i*) State . . . . . .
(*ii*) Directorate . . . . . .
(*iii*) Divisional . . . . . .
(*iv*) District/Zilla Parishad . . .
(*v*) Tehsil/Panchayat Samithi . .
(*vi*) Panchayat . . . . . .

(*b*) Do you suggest any changes? . .

142. (*a*) Does the set up indicated above also looks after the interests of denotified Communities/Nomadic Tribes/Semi-nomadic Tribes who are also Scheduled Castes in your State/Union Territory? . . . . .

(*b*) If the set up is different, please give the machinery created at various levels to look after the Communities mentioned at (*a*) above. . . . .

Question *Answer*

143. (a) Is there an officer who deals with the programmes of removal of untouchability at State level? . . . .

(b) If yes, please give details . . .

144. (a) Is there any Board/Committee at State/District/Tehsil/Panchayat level to advise Government on the matters relating to Scheduled Castes ? . . . .

(b) If yes, please enclose copies of resolution/Order constituting such board/Committee.

(c) Are such Boards/Committees helpful ? .

145. (a) What are the categories included among the weaker Sections in your State/Union Territory? . . . .

(b) Is there any Committee for weaker Sections at state level ? . . . . .

(c) If yes, please enclose a copy of order constituting such a Committee . . .

(d) How far this Committee has been effective in looking after the interests of Scheduled Castes? . . . . .

146. (a) How the Panchayat Samithis/Community Development Blocks/Gram Panchayats have been assigned with any special functions for the removal of untouchability? . .

(b) If yes, please enclose a copy each of orders issued in this regard. . . . .

147. Is it a fact that democratic decentralisation has not everywhere been helpful to foster the interests of Scheduled Castes? If so, what measures would you suggest to make the organs of democratic decentralisation at a various levels more useful and responsive to the needs of Scheduled Castes?

148. (a) What are the agencies responsible for conducting special researches on the problems of Scheduled Castes? . . . .

(b) Please enclose a copy each of special studies

149. Is any reorientation given to welfare scheduled as a result of the studies undertaken? .

150. What are the future programmes of research in your State/Union Territory for studing the problems of Scheduled Castes? . . .

151. (a) Does the State Government/Union Territory Administration run any training centre for imparting training to its officers doing welfare work among Scheduled Castes? .

(b) If yes, give the names of such centres enclosing the details of strength of staff and syllabus taught. . . . . .

(c) If not, please give details of alternatives arrangements made. . . . .

152. Please enclose a list of officers of various grades like District Officers, Inspectors, Hostel Superintendents, Welfare Workers so far sent for training and those who still require to get training.

153. (a) Do the non-official agencies doing welfare work among Scheduled Castes have any Schemes of imparting training to their workers? . . . . .

Question	*Answer*
(*b*) If yes, please give the names of centres where the workers are sent for training as also the number of workers sent for training so far and number required to be sent for training.	
(*c*) If not, what is the future programme for training?	
154. (*a*) Do you consider that the existing set up in the Department of Social Security for the overall supervision of welfare activities of Scheduled Castes is adequate? . .	
(*b*) If not, have you any suggestions to offer?	
155. (*a*) Do you consider that the Organisation under the Commissioner for Scheduled Castes and Scheduled Tribes and his Assistant Commissioners have been useful in the implementation of Welfare Schemes for Scheduled Castes and removal of untouchability?	
(*b*) Have you any suggestions to offer to make organisation of the Commissioner more useful and helpful to the State Government/ Union Territory Administration and the Scheduled Castes?	

APPENDIX III

THE FOLLOWING PLACES WERE VISITED BY THE COMMITTEE

State/Union Territory	Dates of visit	Districts covered
Andhra Pradesh	31-3 to 10-4-1966	Hyderabad, Nisaralabad, Warrangal, Krishna, Guntur, Nellore, Vijayawada, East Godavari, Chittoor, Kurnool, Anantapur.
Assam	24-10-1966	Silchar, Gauhati, Shillong.
Bihar	20 to 29-4-1966	Patna, Purnea, Muzaffarpur, Champaran, Dharbanga, Gaya.
Gujarat	10 to 29-4-1967	Ahmedabad, Mehsana, Sabarkantha, Porbandar, Jamnagar, Rajkot, Baroda and Surat.
Haryana	17 to 20-6-1968	Gurgaon, Karnal, Rohtak, Narnaul, Ambala, Chandigarh.
Jammu & Kashmir	23-9 to 3-10-1968	Kathua, Jammu, Udhampur.
Kerala	20 to 31-12-1965	Trivandrum, Kottayam, Ernakulam, Triohul, Kozikode, Cannanore, Palghat, Alleppey, Quilon.
Madhya Pradesh	23-2 to 5-3-1966	Raipur, Durg, Jabalpur, Indore, Ujjain, Dewas, Ratlam, Rajgarh, Bhopal, Sehore.
Madras	14-11 to 4-12-1965	Madras, Chingleput, South Arcot, Salem, Coimbatore, Tanjore, Tiruchi, Madurai, Ramanathapuram, Tirunelveli, Kanyakumari.
Maharashtra	2 to 14-8-1965	Nagpur, Amaravathi, Jalgaon, Nasik, Aurangabad, Osmanabad, Poona, Bombay.
Mysore	30-1 to 9-2-1966	Bangalore, Mysore, Bijapur, Gulbarga, Coorg.
Orissa	29-2 to 6-3-1968	Bhubaneswar, Konar, Puri, Cuttack, Dornakal.
Punjab	9 to 13-10-1967	Jullundur, Ludhiana, Patiala, Amritsar, Chandigarh.
Rajasthan	3-12 to 10-12-1968	Jaipur, Ajmer, Udaipur, Chittoor, Bikaner, Ganganagar.
Uttar Pradesh (Western U.P.)	30-6 to 5-7-1968	Hardwar, Dehradun, Mussoorie, Agra, Kanpur, Varanasi, Allahabad, Gorakhpur, Lucknow, Aligarh Moradabad.
(Eastern U.P.)	18-11-1968	
West Bengal	Ist part. 19 to 22-9-1968 2nd part. 29-10 to 1-11-1968	Calcutta, 24 Parganas, Hooghly, Burdwan, Bankura.
Andaman & Nicobar Islands	23-9 to 5-10-1968	South Andaman, Middle Andaman, North Andaman
Delhi	8 and 9-7-1965	Delhi.
Himachal Pradesh	17 to 21-10-1966	Solan, Simla, Mandi.
Pondicherry	20 to 22-11-1965	Karaikal.
Tripura	27 to 31-5-1966	Agartala.
Manipur	31-5 to 3-6-1966	Imphal.
Goa	12 to 16-12-1967	Goa, Manipur, Ponda, Bicholia, Bora, Petnem, Salsete, Marmagaoa.
Dadra & Nagar Haveli	Not visited.	

APPENDIX IV

FOLLOWING MEMBERS WERE CO-OPTED BY THE COMMITTEE

State (1)	Name of Members (2)
Andhra Pradesh	Shri V. Koormaiah Shri Balakrishnayya, Advocate Shri M. R. Krishna, M. P.
Assam	Shri Nakul Das, MLA. Shri Ganesh Ch. Rai Mehdi
Bihar	Shri Chandrika Ram, MLC.
Gujarat	Shri K.U. Parmar (ex-MP) BA., LL.B., Shri S.M. Solanki
Haryana	Nil
Jammu & Kashmir	Shri Randhir Singh, MLA.
Kerala	Nettur P. Damodaran, ex-MP.
Madhya Pradesh	Shrimati Agamdas Guru Minimata, MP.
Madras	Shri J. T. Dorairaj Shri Marathiah, ex-MP. Shri K.R. Ramulu Shri Sivasankaran, MP.
Maharashtra	Shri R.R. Tonga Onkar Shri H.T. Sonavane, MP. Shri N.S. Kajrolkar
Mysore	Nil
Orissa	Dr. H.K. Mullick, M.D. Shri G.C. Seth. Shri Mohan Nayak
Punjab	Nil
Rajasthan.	Nil
Uttar Pradesh (Western)	[illegible]ri Ram Sarup, MP. [illegible]i Ganeshi Lal Choudhary, MP.
West Bengal	[illegible]G. Burman.
Andaman & Nicobar Islands	[illegible]
Himachal Pradesh	[illegible]
Delhi	[illegible] Singh Prem [illegible] Chandiwala
Pondicherry	[illegible]rishna [illegible]rajan, ex-MLA. Sh[illegible]sam, ex-MP.
Tripura	Nil
Manipur	Nil
Goa	Shri N[illegible]
Dadra & Nagar Haveli	Not vis[illegible]

Dptt. of SW/69—GIPF.